

City of Hayward
Circulation Element
Update

**CIRCULATION
ELEMENT**

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PREFACE

The Circulation Element is concerned with the movement of people and goods through and around the city. The focus is on the system of freeways, local roads, bus and rail transit, and bicycle and pedestrian routes to determine the most effective design possible while enhancing the community and protecting the environment.

State law recognizes that circulation and land use are closely related and requires that policies in the Circulation Element and Land Use Element complement and support each other. The policies and strategies should demonstrate a balance between land uses and the transportation facilities that serve them. Within the larger context of the General Plan, the circulation policies are also interwoven with economic, housing, open space, air quality, noise, and safety policies.

This update of the Circulation Element has focused on citywide issues concerning the roadway network, transit system, bicycle facilities, and pedestrian circulation. Bicycle facilities are addressed in more detail in the Bicycle Master Plan, which was updated and adopted in early 1997. Recreational trails, including bikeways and pedestrian pathways, are addressed in the Open Space Element (Chapter VII of the General Policies Plan). In addition, more detailed discussion and specific recommendations concerning neighborhood circulation issues may be found in the sixteen neighborhood plans prepared over the past ten years as part of the City's Neighborhood Planning Program. Airport development and operations at the Hayward Air Terminal are discussed in the Airport Master Plan, which was adopted in 1984 and is now in the initial stages of a comprehensive revision.

The Circulation Element Update process was initiated by the City Council in October of 1996, with appointment of the 17-member Circulation Element Task Force. Throughout the past year, the Task Force worked with city staff and the consultant team to review existing conditions, evaluate transportation network alternatives and formulate draft goals, policies and strategies. Following a briefing with the City Council and Planning Commission on October 7, 1997, the Draft Circulation Element was presented to the public at a community-wide meeting on October 15, 1997.

During the course of this Circulation Element update, a series of working papers were prepared to assist in the Task Force discussions and inform the public prior to presentations at community meetings. This series includes the following:

- Working Paper #1: Existing Setting
- Working Paper #2: Preliminary Goals and Policies
- Working Paper #3: Evaluation of Circulation Scenarios

The latter working paper is itself a summary of technical background reports and materials presenting results of traffic model analyses for the preliminary circulation scenarios. These documents are available in the offices of the Community and Economic Development Department. In addition, many other documents and publications served as reference materials during this process. Please see the Appendix for the List of Supporting Documentation.



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INTRODUCTION

Key transportation needs and priorities highlighted at the initial community meeting in October of 1996 and discussed by the Task Force at subsequent meetings have provided a basis for the formulation of the draft goals, policies and strategies outlined on the following pages.

Summary of Key Issues

The concerns identified focus on issues which have been grouped into four broad categories:

- 1) Dealing with regional traffic on freeways and major arterials;
- 2) Promoting public transit and alternative modes of transportation;
- 3) Improving local access and circulation within the City of Hayward; and
- 4) Funding the proposed transportation improvements.

Many of the suggestions for addressing these concerns were utilized in the formulation of the draft goals, policies and strategies as well as the development of major features of the preferred transportation alternative. The Element contains a discussion of each issue followed by the proposed goals, policies and strategies intended to address the noted concerns.

Overview of Goals, Policies and Strategies

The overall goal of the Circulation Element is to improve mobility and the quality of life. In this document, *goals* are expressed as broad, community-wide purposes or end conditions toward which the City will focus its efforts. Each goal may address one or more issues.

In comparison, *policies* are statements of principles or actions which describe the general direction and steps the City should pursue to achieve a stated goal. Sets of policies are presented for each goal. Policies are often community-wide in scope and generally not project specific.

The Circulation Element also includes strategies to implement each identified policy. *Strategies* are typically project specific or describe specific actions to be taken. They may address new roadway construction or improvements, operational improvements, traffic safety, special transit needs, pedestrian facilities, or bicycle facilities.

ISSUE: Dealing with Regional Traffic on Freeways and Major Arterials

REGIONAL SETTING

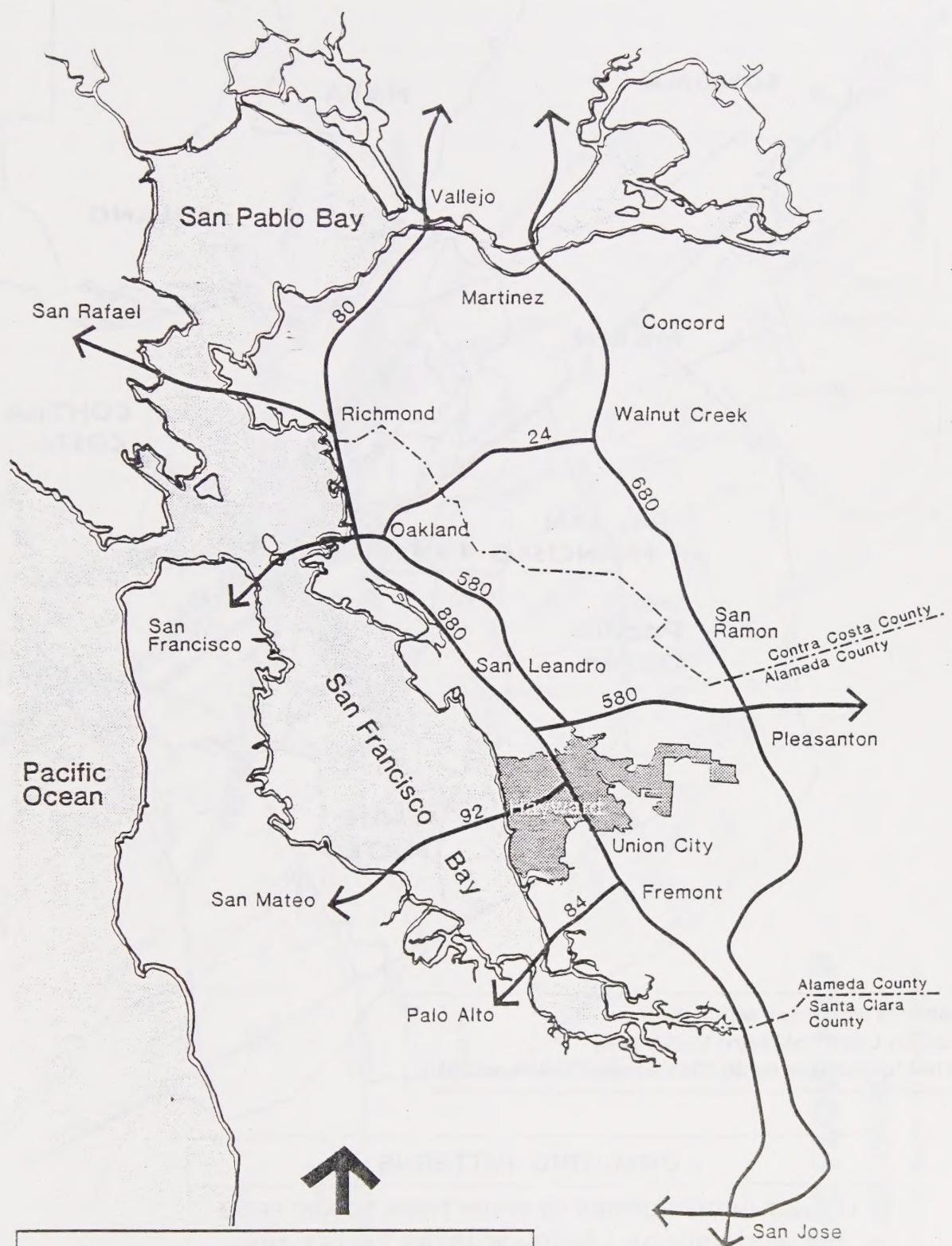
Hayward is often described as the "Heart of the Bay." In addition to its central geographic location within the San Francisco Bay area, the city is a major crossroads of the Bay Area in terms of the regional transportation network. Three interstate highways (I-880, I-580, I-238) and two major state highways (Route 92 and Route 238) converge on the city while two BART lines (Fremont and Dublin/Pleasanton) pass through or around the city. [see FIGURE 1]

Regional growth projections prepared by the Association of Bay Area Governments indicate that in addition to growth in Alameda County, Silicon Valley will continue to show significant gains in employment and the Tri-Valley and Central Valley areas will continue to add substantially more housing units, all of which will continue the existing regional imbalance in the distribution of jobs and housing.

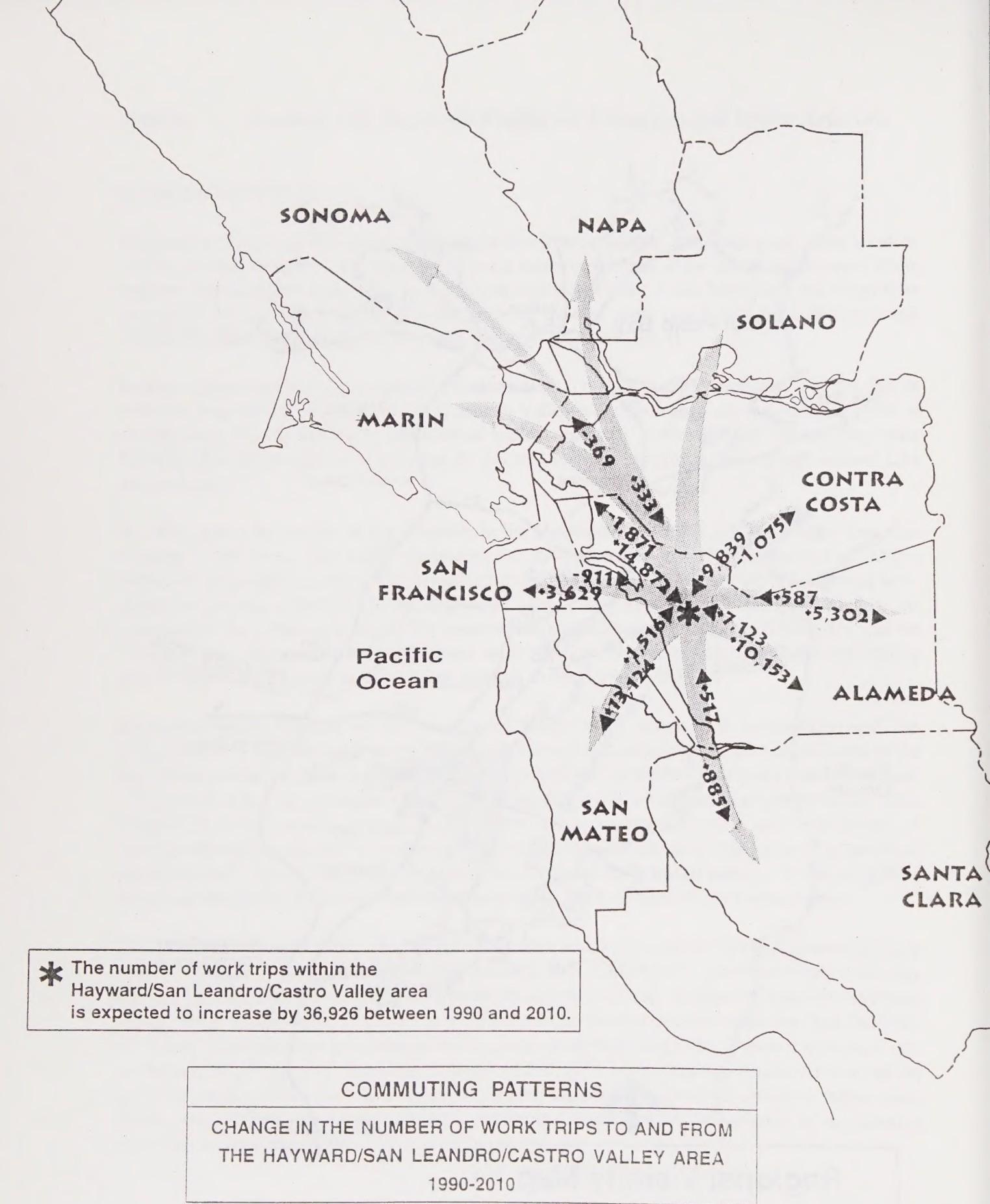
In 1990, about 40 percent of the residents in the Hayward/Castro Valley/San Leandro area also worked in the area. The major destination for out-commuters was Oakland/Berkeley. Major increases are projected in the future in out-commuting to San Mateo County and the Fremont area. About 50 percent of the jobs in the Hayward/Castro Valley/San Leandro area were filled by in-commuters. In 1990 major origins for in-commuters to Hayward were Oakland/Berkeley and the Fremont area. Major increases are projected in the future for in-commuting from Oakland/Berkeley and Contra Costa County, as well as San Joaquin County. [see FIGURE 2]

Hayward's central location within the regional transportation network, in combination with the imbalances in the growth of jobs and households throughout the Bay Area, have contributed to the significant amount of regional or through traffic congesting area highways, primarily during the peak commute hours, and spilling over onto city arterials and into residential neighborhoods. This congestion causes unwilling expenditure of time and exposure to potential traffic problems. It restricts immediate access to shopping, jobs, commerce, educational, cultural and recreational resources and thereby diminishes the economic and social potential of the city. It also amplifies noise and air quality problems which adversely affect public health and the environment.

The amount of regional traffic traversing the Hayward area is reflected in the existing average daily traffic volumes on area freeways and city arterials. [see FIGURE 3] However, traffic volumes alone do not indicate the extent of congestion on a given roadway. Congested roadway segments are identified through comparison of traffic volumes with the capacity of the roadway. [see FIGURE 4] It is important to note that external traffic (regional through traffic that does not have an origin or destination in Hayward) contributes as much as 25%-30% of the peak hour traffic on some of the major arterials in Hayward. As a result, it is readily apparent that the city's ability to reduce local traffic congestion is inextricably linked to its success in enlisting the cooperation of surrounding jurisdictions in dealing with regional traffic.



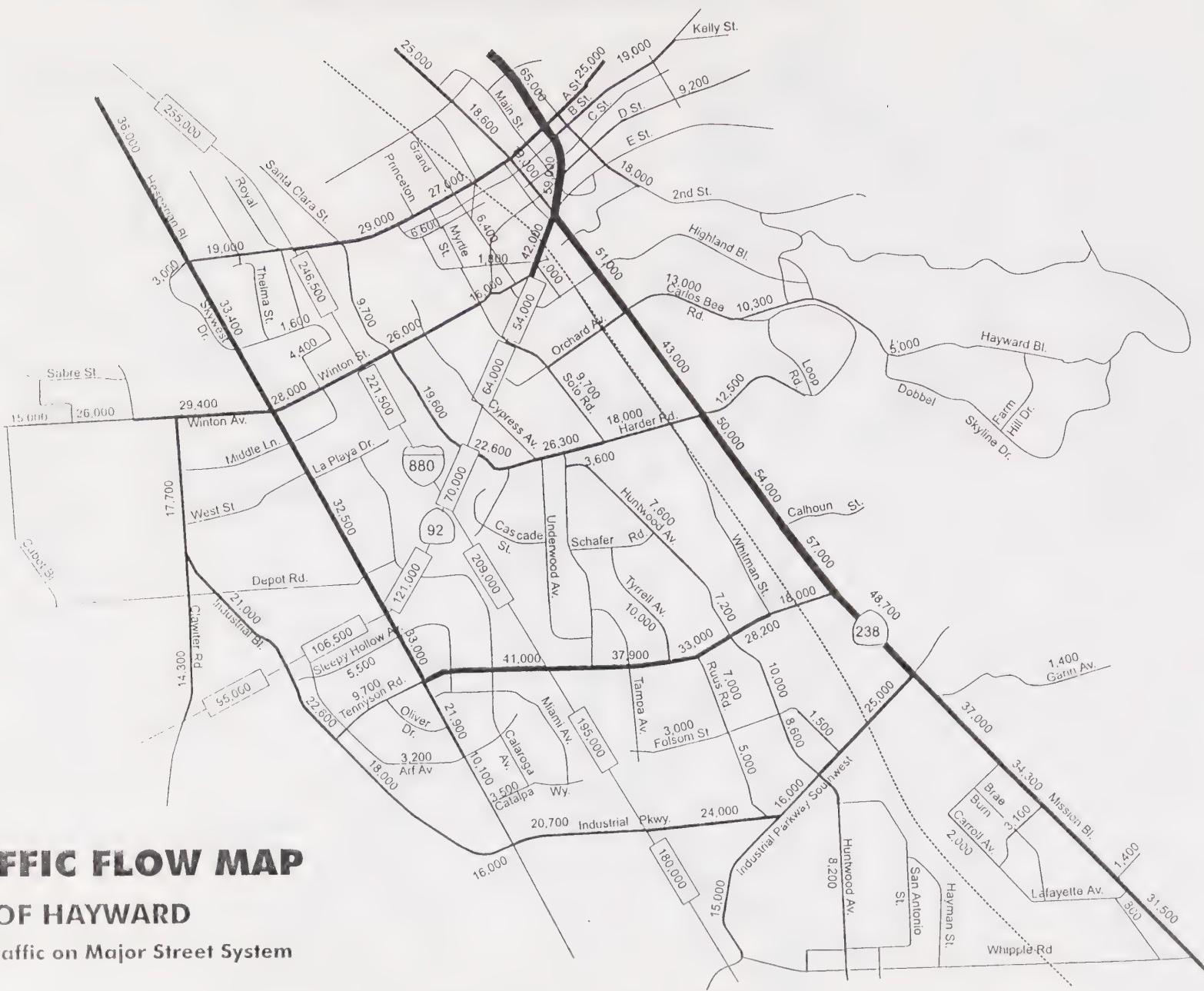
Regional Vicinity Map



COMMUTING PATTERNS

CHANGE IN THE NUMBER OF WORK TRIPS TO AND FROM
THE HAYWARD/SAN LEANDRO/CASTRO VALLEY AREA

1990-2010



TRAFFIC FLOW MAP

CITY OF HAYWARD

Daily Traffic on Major Street System

1996

Revised September, 1997

Figure 3



Figure 4
CONGESTED ROADWAY SEGMENTS (LOS E OR F)

LINKING TRANSPORTATION AND LAND USE PLANNING

The problem of maintaining the mobility of an ever-increasing number of people requires complex solutions. Coordinated public action to improve both roadways and alternative transportation must be accompanied by intelligent land use planning and supportive action by private business and individuals to utilize transit, carpooling and flex time. Otherwise, improvements in the capacity of the road system might trigger additional dispersed development which would simply restore congestion.

Better integration of transportation and land use planning in Bay Area communities could help to reduce the use of the automobile. One obvious solution is to achieve a more balanced distribution of jobs and housing in the surrounding communities and the greater Bay Area. Although it is not always possible for people to live and work in the same community, this approach would help to reduce the amount of commute traffic traversing the city. Improved transit systems along with greater usage of transit could also help to reduce the amount of auto travel. These solutions are regional in scope and beyond the city's ability to successfully address or implement by itself. However, other solutions which involve reducing dependency on the automobile through an increased intensity and mix of development are local in scope. This approach is discussed in more detail in the section on Transit and the Density of Development.

PROPOSED TRANSPORTATION IMPROVEMENTS

The Circulation Element proposes a package of transportation improvements designed to assist in improving regional mobility and alleviating the resulting local congestion. Major projects are depicted on the accompanying map [see FIGURE 5] and are described further in the following sections. Many of the proposed roadway improvements have been in the planning stages for some time; some of the projects have been delayed by lack of funding and/or the need for additional design and environmental reviews.

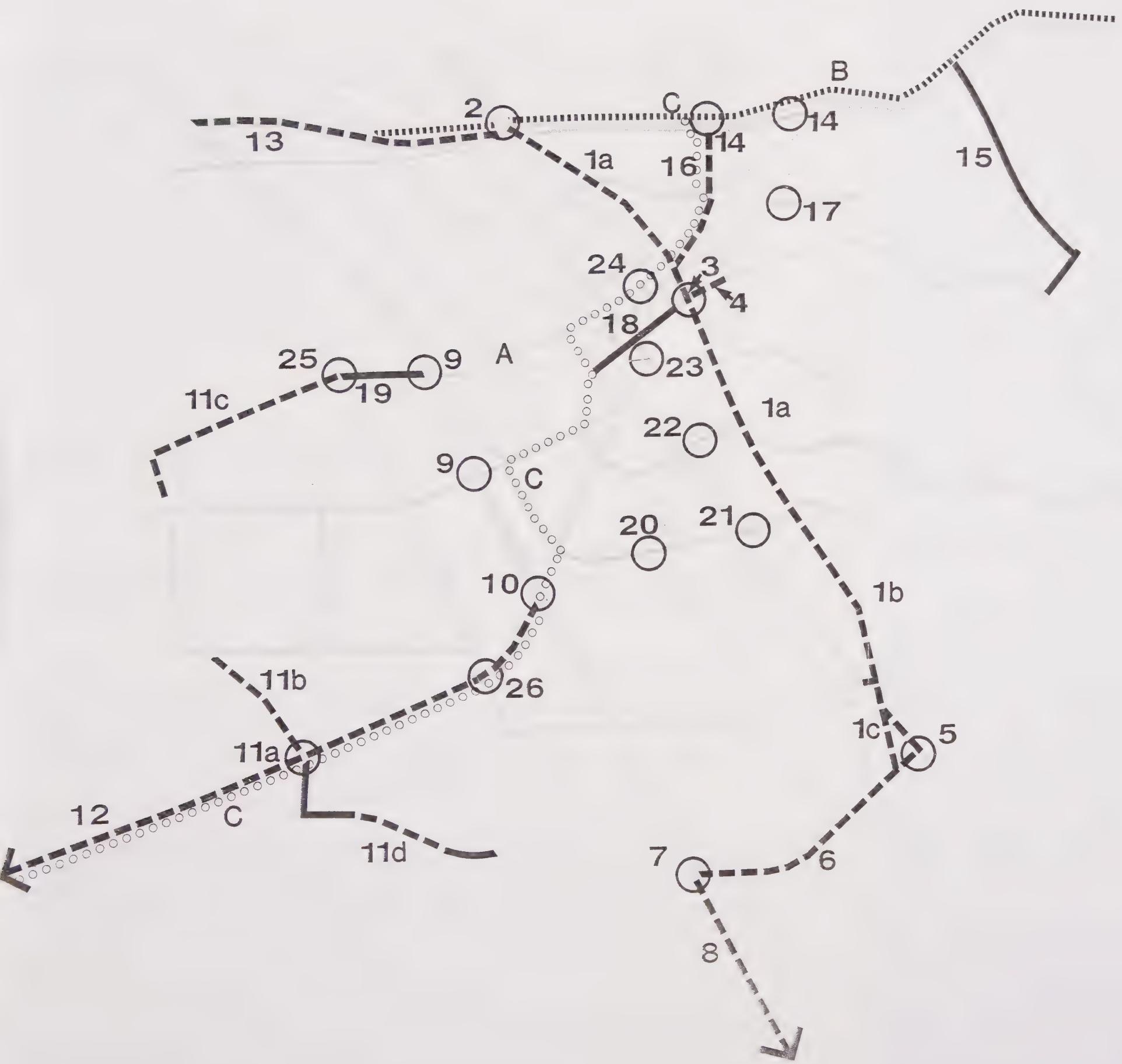
With regard to the Route 238 Bypass, it should be noted that Measure L, passed by Hayward voters in 1992, requires the City to take all necessary actions to expedite the construction of the Route 238 Bypass as a six-lane facility from I-580 to Industrial Parkway, west of Mission Boulevard. The full text of Measure L is presented at the end of the section containing the goals, policies and strategies.

Transit improvements essentially reflect proposals contained in the BART Long-Range Transit Plan or envisioned in the AC Transit Comprehensive Service Plan. A major new transit enhancement proposed in the Circulation Element is the expanded express bus service across the San Mateo Bridge. This proposal and other transit enhancements are discussed in more detail under the section on Promoting Public Transit and Alternative Modes of Transportation.

A brief description of major area projects and their current status is provided below. These are projects which are under construction, have been approved, or are proposed and under review by the City or other agencies. The general location of each project is shown in Figure 5.

Figure 5

**CIRCULATION ELEMENT UPDATE
PROPOSED TRANSPORTATION
IMPROVEMENTS**



TRANSIT IMPROVEMENTS

(See text for detailed description)

- A Intercity Rail Station (completed)
- B Dublin/Pleasanton BART Extension (completed)
- Warm Springs BART Extension (not shown)
- West Dublin BART Station (not shown)
- C Express Bus Service between Castro Valley BART and San Mateo County

ROADWAY IMPROVEMENTS

(See text for detailed description)

- 1 Route 238 Bypass - 6 Lane Freeway
 - Phase 1: Construct 4-lane Expressway
- 1a Stage 1 - I-580 to Harder Rd.
- 1b Stage 2 - Harder Rd. to Tennyson Rd.
- 1c Stage 3 - Tennyson Rd. to Industrial Parkway
 - Phase 2: Upgrade to 4-lane Freeway
 - Phase 3: Upgrade to 6-lane Freeway
- 2 I-580 WB Flyover to SB Route 238
- 3 "D" St. Ramps and Connectors
- 4 "D" St. Extension - Phase III Widening
- 5 Mission Blvd./Industrial Parkway Intersection Spot Widening
- 6 Industrial Pkwy. Widening
- 7 I-880/Industrial Pkwy. Interchange
- 8 I-880 Widening (Phase IV)
- 9 I-880/"A" St. and Winton Ave. Interchanges
- 10 I-880/Route 92 Interchange Upgrade (with access to Winton Ave.)
- 11 I-880/Route 92 Reliever Route:
 - a Clawitter/Whitesell/Route 92 Interchange;
 - b Whitesell St. Extension;
 - c West "A" St. Extension;
 - d Arden Rd. Extension
- 12 Route 92 Widening
- 13 I-238 Widening (with added truck lanes)
- 14 I-580 On/Off Ramps
- 15 Five Canyons Parkway (under construction)
- 16 Redwood Rd."/A" Street Widening
- 17 "B" St./Center/Kelly Intersection Improvements
- 18 "D" St. Extension (Phase II) (under construction)
- 19 West "A" St. Widening (under construction)
- 20 Harder Rd. Grade Separation
- 21 Mission/Harder Intersection Improvements
- 22 Mission/Carlos Bee Intersection Improvements
- 23 Mission/Foothill/Jackson Grade Separation
- 24 "A" Street/Foothill Intersection Improvements
- 25 West "A" Street/Hesperian Intersection Improvements
- 26 Hesperian Blvd./Route 92 EB Ramp Improvements

1. Route 238 Bypass

Construction of the Route 238 Bypass was planned in an attempt to improve traffic safety and reduce congestion in Downtown Hayward, in the Foothill/Mission Boulevard corridor, and on I-880. Phase I of the project would occur in three stages. In the initial stage of Phase I, a four-lane expressway would be constructed from I-580 to Harder Road. The proposed Preferred Alternative for the Stage 1 project would also include a northbound on-ramp and a southbound off-ramp at A Street. Stage 2 would involve extending the four-lane expressway to Tennyson Road, and Stage 3 would extend the four-lane expressway further to Industrial Parkway. Phase II of the project would upgrade the entire facility from an expressway to a four-lane freeway, and Phase III would upgrade the entire facility to a six-lane freeway. Phase I is currently in the environmental review process. Caltrans is the lead agency for the Measure B-funded Stage 1 project. The supplement to the 1987 Draft Environmental Impact Statement (EIS) and Environmental Impact Report (EIR) was prepared and released by Caltrans in April of 1996. The Final EIS/EIR is scheduled for release in April 1998. Funding for the remainder of Phase I is included in the 1994 Regional Transportation Plan (RTP). Funding has not been defined in the current RTP for Phases II and III.

2. I-580 Westbound Flyover to Southbound Route 238 Bypass

This project would provide a direct connection from westbound I-580 to southbound Route 238. Studies are currently underway to evaluate the appropriate timing for construction of this project given the phased construction of the Route 238 Bypass. See also above description under #1.

3. D Street Ramps and Connectors

This project is contingent upon inclusion in Phase II or III of the Route 238 Bypass project. This project would include a southbound on-ramp and northbound off-ramp, together with frontage roads on either side of the Bypass connecting to the A Street ramps. See also above description under #1.

4. D Street Extension (Phase III Widening)

Phase III of the D Street Extension project (see description of earlier phases under #18) will extend the four-lane arterial from Second Street to the frontage road along the proposed Route 238 Bypass. Construction is contingent upon the inclusion of the D Street ramps (see #3 above) in Phase II or III of the Route 238 Bypass project. The City is the lead agency for this locally-funded project.

5. Mission Boulevard/Industrial Parkway Spot Widening

This project is part of a larger plan to widen Mission Boulevard at critical intersections in Hayward, Union City and Fremont. In 1996, the Hayward City Council approved funding for local match for the design and right-of-way engineering only. Further action is required for approval of local match for project construction. This project is part of the voter-approved Measure B program and leverages

limited funds for the improvement of the Mission Boulevard/Industrial Parkway intersection, which is forecasted to become significantly more congested. Caltrans is the lead agency.

6. Industrial Parkway Widening

This project would add one lane in each direction between I-880 and Mission Boulevard, to increase the total from four to six lanes. The City is the lead agency. The project is currently on the unfunded Capital Projects list.

7. I-880/Industrial Parkway Interchange

The cities of Hayward and Union City requested improvement of the Industrial Parkway interchange during planning of the I-880 widening project and the Route 238 Bypass. This project will add a northbound diagonal off-ramp and an eastbound to northbound loop on-ramp at this interchange. This project is not currently funded. The lead agency is Caltrans.

8. I-880 Widening (Phase IV)

The Measure B Expenditure Plan calls for the design and construction of several projects to widen I-880 from six to eight lanes. Interchanges are being upgraded and HOV lanes are being provided from I-238 to the Santa Clara county line. Phase IV of the project will involve adding an HOV lane in each direction on I-880 between Industrial Parkway and Alvarado-Niles Road in Union City. Work in progress is nearing completion. Caltrans is the lead agency.

9. I-880 Interchanges at A Street and Winton Avenue

These projects would involve upgrading of these interchanges, including modification of existing on-off ramps and adjacent intersections to eliminate conflicting movements and improve traffic flow. These projects are not currently funded. Caltrans is the lead agency.

10. I-880/Route 92 Interchange Upgrade

This project involves reconstruction of the existing interchange. The boundaries of the project on I-880 are from Winton Avenue to Tennyson Road, and on Route 92 from Hesperian Boulevard to Santa Clara Street. The City is currently working with Caltrans to develop a mutually agreeable alternative. The interchange upgrade will be funded by Regional Measure 1 and Measure B funds.

11. I-880/Route 92 Reliever Route

This project consists of four separate but related improvements. The City is the lead agency for each of the projects. Funding is being pursued as part of reauthorization of Measure B as well as the possible formation of an Industrial Assessment District. The Clawiter/Whitesell/Route 92 interchange project would upgrade the existing Clawiter Road interchange, add ramps and an

overcrossing for the Whitesell Street extension, and signalize ramp intersections. The Whitesell Street project would extend the street from Depot Road to Route 92. The West A Street project would extend the street from Hesperian Boulevard to Cabot Boulevard. The Arden Road project would extend the road from Eden Landing Road to Industrial Boulevard; recent development in this area will contribute to construction of a major portion of this improvement.

12. Route 92 Widening

The project would widen Route 92 to three mixed-flow lanes plus a High Occupancy Vehicle (HOV) lane in each direction between I-880 and the toll plaza. The project would also widen the bridge to three mixed-flow lanes plus emergency shoulder lanes in each direction along the trestle portion of the bridge. The toll plaza would expand to include 12 booths. Caltrans, as the lead agency, prepared the environmental documentation which was released in March 1997. This project is one of several that are being funded under Regional Measure 1 (passed in 1988) which authorized a standard bridge auto toll of one dollar for the seven state-owned Bay Area toll bridges.

13. I-238 Widening

The project would add one mixed-flow lane in each direction for a total of six lanes between I-580 and I-880. The Alameda Congestion Management Agency (CMA) is seeking funding for partial implementation. Funding from both the State Transportation Program and the reauthorization of Measure B is being sought to complete the six-lane facility while additional funding will be sought for the "ultimate" project which will include truck bypass lanes around the I-580 interchange.

14. I-580 On-Off Ramp Improvements at Center Street and Redwood Road

These projects would add an eastbound on-ramp at Redwood Road and a westbound off-ramp at Center Street, as well as reconfigure the eastbound off-ramp at Center Street to minimize conflicting turning movements. Alameda County is the lead agency. Partial funding is to be provided by the developers of the Five Canyons project and the remaining funding is being sought under the Measure B Reauthorization process.

15. Five Canyons Parkway

This project provides access to the Five Canyons area and is being funded entirely by the developers. This road also provides a connection between Fairview Avenue and I-580 via East Castro Valley Boulevard. Construction is scheduled for completion in the Fall of 1997.

16. Redwood Road/A Street Widening

This project involves widening of the street from four lanes to six lanes between I-580 and the Hayward city limits. The County is the lead agency. Construction is scheduled to begin in 1998 for

the second phase of the project. Funding to complete the last phase between Grove Way and the city limits is not yet certain.

17. B Street/Center/Kelly Intersection Improvements

This project originally involved adding a southbound lane from Center Street onto eastbound Kelly Street, a northbound through-lane from B Street to Center Street, and a westbound right turn lane from Kelly Street onto northbound Center Street. The City Council has approved a project which calls only for the addition of the southbound lane from Center Street onto eastbound Kelly Street. Construction is scheduled to begin in 1998. The project is being funded by the developers of the Five Canyons project. The City and Alameda County are the lead agencies. It is proposed that further consideration be given to improvement of this intersection to include the northbound through-lane from B Street to Center Street; however, the source of funding is unknown at this time.

18. D Street Extension (Phase II Widening)

This project consists of three phases of improvements to the 1.2 mile corridor between Second Street and Myrtle Street/Soto Road. Phase I was completed in 1990. Phase II of the project (scheduled for completion in the Spring of 1998) will upgrade D Street from an existing two-lane collector street to a four-lane arterial with coordinated signals from Grand Street to Second Street. Refer to #4 for a description of Phase III. The City is the lead agency for this locally-funded project.

19. West A Street Widening

This project involves reconstruction of the four-lane, undivided arterial street between I-880 and Hesperian Boulevard, to add median dividers, signal coordination, and other operational and safety improvements. Construction is nearing completion. The City is the lead agency.

20. Harder Road Grade Separation

This project will construct an underpass at the Union Pacific Railroad tracks and Harder Road crossing. Construction is scheduled to begin in Spring of 1998. The City is the lead agency.

21. Mission Boulevard/Harder Road Intersection Improvements

This project would include construction of an additional exclusive eastbound left-turn lane, conversion of an existing eastbound thru-left lane to a eastbound through lane, addition of a second northbound right-turn lane, addition of a second northbound left-turn lane, addition of a third southbound through lane, addition of a second exclusive westbound left-turn lane, conversion of a westbound thru-left lane to a through lane, and conversion of a westbound right-turn lane to a thru-right lane. Partial funding is anticipated from developers of projects in the Walpert Ridge area.

22. Mission Boulevard/Carlos Bee Boulevard Intersection Improvements

This project would include construction of an additional northbound through lane, a second southbound left-turn lane, and a second westbound left-turn lane. Partial funding is anticipated from developers of projects in the Walpert Ridge area.

23. Mission/Foothill/Jackson Grade Separation and Related Intersection Improvements

This project would involve construction of a grade-separated intersection elevating Mission Boulevard traffic over a depressed section of Foothill Boulevard/Jackson Street. Watkins Street would be slightly elevated via a bridge deck over the depressed Foothill/Jackson section. The source of funding for this project is unknown at this time.

24. A Street/Foothill Boulevard Intersection Improvements

This project would include addition of a northbound free right-turn lane, in conjunction with the addition of a receiving lane on A Street east of Foothill Boulevard. Possible sources of funding include funding provided for the Route 238 Bypass.

25. West A Street/Hesperian Boulevard Intersection Improvements

This project would involve construction of an additional eastbound left-turn lane. The proposed Industrial Assessment District is a possible source of funding.

26. Hesperian/Route 92 Eastbound Off-Ramp Intersection Improvements

This project would involve construction of an additional eastbound right-turn lane. The source of funding is unknown; however, a potential source is the Measure 1 Route 92 Widening project.

RESULTS OF TRAFFIC MODEL ANALYSIS

The above set of proposed transportation improvements has been evaluated through a series of traffic model analyses. The analyses evaluated the performance of the proposed network in the year 2010 given assumptions about projected growth based on the General Policies Plan. The results of this analysis indicate that without the improvements, there will be significantly more congestion. [see FIGURE 6] Even with the proposed improvements, some roadway segments will still be congested during the peak hour. [see FIGURE 7] In addition, the analysis also indicated that further evaluation of possible improvements to selected intersections was necessary to achieve acceptable levels of service. The intersection improvements described above should also help to reduce congestion on the affected roadway segments. Information on the impact of proposed intersection improvements on intersection levels of service can be found in the section on Improving Local Access and Circulation.



Figure 6
CONGESTED ROADWAY SEGMENTS (LOS E OR F)



Figure 7
CONGESTED ROADWAY SEGMENTS (LOS E OR F)
2010 PROPOSED NETWORK - PM PEAK

ISSUE: *Dealing with Regional Traffic on Freeways and Major Arterials*

GOAL 1: Reduce the Amount of Regional Through Traffic in the Hayward Area

POLICIES:

- 1.1 A comprehensive approach should be taken to alleviate mounting problems of traffic congestion consonant with the health of the environment and future growth.

Strategy 1.1.1. Encourage all jurisdictions in the greater Bay Area to provide a fair share of affordable housing and seek to balance jobs and housing in order to minimize commuting.

Strategy 1.1.2. Develop transportation plans that incorporate alternatives to automobile use.

Strategy 1.1.3. Place emphasis on transit planning in order to move regional traffic through Hayward.

- 1.2 Coordinate transportation planning with regional agencies and adjoining jurisdictions.

Strategy 1.2.1. Provide for an ongoing transportation modeling and forecasting capability within the City to accommodate planning for new development and changing conditions.

Strategy 1.2.2. Continue to use and develop a statistical data base for assessment of traffic loads from new development and employment growth.

GOAL 2: Expand or Reconfigure the Regional Road Network to Reduce Through Traffic on City Streets

POLICIES:

- 2.1 Improve or create loops or bypass routes to channel regional traffic away from city streets.

Strategy 2.1.1. Construct the Foothill Freeway (Route 238) from Route I-580 to a terminus at Industrial Parkway, west of Mission, as a six-lane facility. (*Measure L*)

Strategy 2.1.2. Pursue widening of the I-238 Freeway to six lanes with the addition of truck bypass lanes around the I-580 interchange.

Strategy 2.1.3. Pursue widening of Industrial Parkway to six lanes between Mission Boulevard and I-880.

Strategy 2.1.4. Construct the I-880/Route 92 Reliever Route, including the West A Street extension, Cabot Boulevard extension, I-880/Clawiter/Whitesell interchange, and Arden Road extension.

2.2 Improve roadway and transit connections which serve regional through traffic.

Strategy 2.2.1. Pursue widening of Route 92 and the trestle portion of the San Mateo Bridge to six lanes.

Strategy 2.2.2. Encourage AC Transit to develop strategies for frequent, high-speed transit service across the San Mateo Bridge, connecting to rail and bus transit (e.g., redirect transbay service from the Bay Bridge).

Strategy 2.2.3. Support the Warm Springs BART extension and construction of the West Dublin BART station.

2.3 Improve and complete freeway interchanges to facilitate traffic flow.

Strategy 2.3.1. Upgrade interchanges along I-880 at A Street and Winton Avenue while maintaining local access and minimizing adverse impacts on surrounding neighborhoods.

Strategy 2.3.2. Upgrade the I-880/Route 92 interchange consistent with City requirements for ensuring access to Winton Avenue and minimizing adverse impacts on surrounding neighborhoods.

Strategy 2.3.3. Complete the interchange at I-880/Industrial Parkway by providing for a northbound off-ramp and eastbound to northbound loop on-ramp.

Strategy 2.3.4. Upgrade interchanges along I-580 at Redwood Road and Center Street.

Strategy 2.3.5. Utilize traffic control devices such as ramp metering to ease congestion on freeways while avoiding adverse impacts on local streets.

GOAL 3: Minimize Adverse Impacts of Regional Traffic on Existing Neighborhoods

POLICIES:

3.1 Regional traffic which travels through Hayward to and from the San Mateo Bridge and along Mission Boulevard should be addressed in order to reduce long-standing congestion while protecting the quality of life and integrity of the downtown and existing neighborhoods.

Strategy 3.1.1. Encourage road construction and expansion projects that would result in minimal adverse impacts on neighborhoods and the downtown.

Strategy 3.1.2. If necessary, identify and pursue alternatives to road construction and expansion for improving traffic flows.

- 3.2 Evaluate circulation patterns and develop appropriate methods to discourage through traffic in neighborhoods.

Strategy 3.2.1. Deter "short-cut" commuter traffic through neighborhoods through use of traffic signals, stop signs, and other traffic calming measures.

Strategy 3.2.2. Reduce speed of through traffic on local streets through the use of techniques such as speed humps, narrowing at crosswalks, and other traffic calming measures.

GOAL 4: Improve Mobility to Foster Economic Vitality

POLICIES:

- 4.1 Provide a safe and efficient transportation system for the movement of people, goods and services through and within Hayward.

Strategy 4.1.1. Ensure that roadway improvements promote efficient commercial truck movements.

Strategy 4.1.2. Promote transportation solutions that will reduce time lost to delays due to congestion.

Strategy 4.1.3. Ensure that transportation improvements promote the use of transit or alternative modes for the commute to work (e.g., bus shelters, bicycle lanes).

Strategy 4.1.4. Ensure that all major traffic generators, including schools and universities, shopping areas, medical facilities, and major employment generators, are adequately served by transit.

- 4.2 Provide leadership in educating the community about the benefits of commuting via alternative transportation modes and other ways to help the environment in making transportation choices.

Strategy 4.2.1. Encourage staggered work hours and flexible schedule options to distribute traffic loads.

Strategy 4.2.2. Encourage use of telecommuting and home offices to reduce the need for trips to work, shopping, libraries, and other frequent destinations.

Strategy 4.2.3. Make information about alternative modes available at public buildings, including City Hall, public libraries, schools, and recreational facilities.

- 4.3 Provide leadership in development of regional and local Transportation Demand Management strategies (e.g., HOV lanes, preferential parking, car/van pools, casual car pools).

Strategy 4.3.1. Encourage employers to provide incentives to employees to seek alternative modes.

Strategy 4.3.2. Encourage large employers (over 100 employees) to provide subsidized transit passes for employees willing to convert to transit use.

Strategy 4.3.3. Provide information about RIDES ridesharing match services through public facilities and encourage employers to assist in ride matching.

MEASURE L

(The following is the full text of Measure L as adopted by Hayward voters on November 3, 1992; any subsequent amendment requires approval by the voters.)

Construct the Foothill Freeway (Route 238) from Route I-580 to a terminus at Industrial Parkway, west of Mission, as a six-lane facility, and, in addition:

- a) After certification of the Environmental Impact Report for the Foothill Freeway, support implementation of the 1989 consent decree in *La Raza Unida of Southern Alameda County v. Volpe* and prompt construction of the Foothill Freeway;
- b) Construct the Foothill Freeway in phases as funds are available from County, State and Federal sources, seeking to commence construction by 1995;
- c) Enter into all necessary agreements with the State of California and other public agencies for closure of City streets and construction of the Foothill Freeway, based substantially on the design described in the 1987 Draft Environmental Report for the Foothill Freeway;
- d) Support prompt construction of the Foothill Freeway before the Metropolitan Transportation Commission, the Alameda County Transportation Authority and the Alameda County Congestion Management Agency, seek to maintain the high priority for funding of the Foothill Freeway within Alameda County and the San Francisco Bay Region, as programmed in the Regional Transportation Improvement Program (RTIP), and participate in the RTIP process and other transportation and environmental planning and programming processes to support construction of the Foothill Freeway until all phases of construction have been completed;
- e) Support prompt construction of the Foothill Freeway before the California Transportation Commission (CTC), seek to include in the CTC budgets from time to time appropriate state funding for the Foothill Freeway, and participate in the State Transportation Improvement Program process and all other appropriate state and federal transportation and environmental planning and programming processes until construction of the Foothill Freeway is completed;
- f) Support prompt resolution of any litigation arising that could adversely impact construction of the Foothill Freeway, with a view to minimize any delays in the completion of all phases of construction; and
- g) Take all other appropriate actions and strategies, consistent with state and federal law, as shall expedite the commencement of construction of the first phase of the Foothill Freeway and subsequent completion of all phases of construction.

ISSUE: *Promoting Public Transit and Alternative Modes of Transportation*

The autonomy and mobility afforded by the automobile has won dedicated drivers who typically do not consider the full cost of their choice. Collective costs of automobile proliferation, including noise, loss of air quality, consumption of limited energy supplies and valuable land, traffic accident losses, increased travel times, and psychological stress, have all made clear the need for alternatives.

Many people, including young, old, disabled, and low income people, are dependent on public transportation for access to education, jobs, health care, shopping, and recreation. In addition, studies have shown that many people who currently drive would use public transit to get to work if it were reliable and frequent throughout the day and evening. Since one factor affecting transit usage is simply the habit of automobile dependence, promotion of the benefits and availability of transit opportunities in areas with convenient and frequent service should increase transit usage.

Discretionary use of transit benefits the general public by reducing noise, pollution, and the expense of building additional roadways and parking lots. In 1990, only 7% of the Hayward area workforce used transit for their journey to work. Current estimates indicate that about 7.3% of the total peak hour trips are on transit.

EXISTING TRANSIT SERVICES

Public transit service in the Hayward area is provided by BART and AC Transit. There are two BART lines (Fremont and Dublin/Pleasanton) with three stations (Downtown, South Hayward, and Castro Valley). AC Transit provides service throughout the East Bay as well as express service across the Bay Bridge to San Francisco. In addition to the bus service provided by AC Transit, SamTrans provides limited commuter bus service during peak hours across the San Mateo Bridge to the Downtown Hayward BART station. Hayward is also served by Amtrak's Capitol Corridor route which provides intercity rail passenger service between Sacramento and San Jose; three round-trip trains per day stop at the station located at Meekland Avenue and A Street.

Issues of importance to Hayward residents focus on the inaccessibility and infrequency of bus service and the perception of inefficiencies and duplication of transbay service between BART and AC Transit. Hayward residents have also indicated a desire for transit-related improvements such as coordinated transfers/passes, posted routes and schedules at bus stops, bus shelters, and safe, convenient parking at BART stations.

BART

The BART system provides rail transit service to San Francisco and the East Bay. Hayward has two stations on the Fremont line. During weekday commuting hours, trains on the Fremont line typically operate about every 12-15 minutes; at other times and on weekends, trains run about every 20

minutes. In 1996, average weekday ridership was estimated to be about 4,700 at the Downtown Hayward BART station and 2,900 at the South Hayward BART station. Together, the Downtown Hayward and South Hayward stations provide 3,200 parking spaces. Weekday ridership at the Downtown station is expected to decrease by about 10% due to the opening of the Dublin/Pleasanton extension, and then increase gradually to about 5,300 by the year 2005. Weekday ridership on the Dublin/Pleasanton line is currently 12,000 and is expected to increase to 22,000 by 2005. The Castro Valley BART station, which opened in 1997, has an average weekday ridership of approximately 1,400 and provides 1,125 parking spaces. The BART Long-Range Transit Plan does not include any major capital improvements which will directly affect service to the Hayward area. However, service would be improved with construction of the Warm Springs extension of the Fremont line and the West Dublin station on the Dublin/Pleasanton line.

AC TRANSIT

AC Transit provides local and express bus service in Alameda and Contra Costa Counties. Hayward is served by 18 of AC Transit's local bus routes. These routes operate at various times and with various frequencies. [see FIGURE 8]. Sixteen routes operate out of the Hayward BART station and four operate out of the South Hayward station. In addition, Transbay Route S and East Bay Express Route 36X operate along Hesperian Boulevard. Boardings on these routes average more than 36,000 passengers per weekday.

During the last several years, it has become increasingly difficult for AC Transit to operate given its budget constraints. Reductions in transit service have been implemented in the past year which affected routes and hours of operation in the Hayward area. The District is currently reevaluating its mission and goals in light of available and anticipated revenues. As part of this strategic planning process, AC Transit is in the process of preparing a Comprehensive Service Plan with new service criteria and objectives. As currently drafted, the Comprehensive Service Plan would provide significantly increased service over the current level available in Hayward. However, this plan was developed during a period when the funding picture was more robust. Consequently, revisions to the plan are currently being developed. Major service design concepts which have been incorporated as part of the proposed transportation improvements in the Circulation Element include the following:

- * 15-minute service during peak hours on Mission Boulevard (Routes 89, 92), Hesperian Boulevard (Route 97), Tennyson Road (Routes 90, 91, 92), and Winton Avenue (Routes 96, 99, 86, 92);
- * Basic 30-minute service during peak hours on approximately half-mile spacing throughout the area;
- * Enhanced coverage, including 30-minute headway service, in the industrial area on both Clawiter Road and Industrial Boulevard;
- * Reorientation of bus services to serve the new BART stations; and
- * Express commute services in I-880 corridor areas not convenient to BART service.



Figure 8a
Hayward Area Public Transit

AC Transit Bus Service Provided in Hayward

Bus Route	Weekdays				Saturdays		Sundays	
	Hours of Operation	Frequency (See Footnote)			Hours of Operation	Frequency	Hours of Operation	Frequency
		6-9 am, 4-7pm	9am-4pm	after 7pm				
2	6-10am, 2-8pm	30	*	*	*	*	*	*
3	6-10am, 2-8pm	30	*	*	*	*	*	*
21	5am-9:30 pm	30	30	30	9am-6pm	30	9am-6pm	30
36x	7-7:30am, 4-5pm	30	*	*	*	*	*	*
77	6:30am-6:30 pm	15	60	*	7am-6pm	60	7am-6pm	60
80	6:30am-8pm	30	30	30	9am-6:30pm	60	9am-6:30pm	60
81	6:30am-8pm	30	60	*	8am-6pm	60	8am-6pm	60
82L	6am-6:30pm	10-14	15	*	9am-6pm	15	*	*
82	4:30am-12:30am	12	15	20	4:30am-12:30am	15-20	4:30am-12:30am	15-20
84	6am-6pm	30	30	30	9am-8pm	60	9am-8pm	60
85	5:30am-7pm	30	60	*	8am-7:30pm	60	8am-7:30pm	60
86	6am-5pm	30	60	*	*	*	*	*
86C	6:30-9am, 3:30-6:30pm	30	*	*	*	*	*	*
86S	4:30-6am, 9am-3pm, 6-10pm	30	35	30-60	6am-10:30pm	30-60	6am-10:30pm	30-60
89	6-8am, 3:30-5pm	30	*	*	*	*	*	*
90	6am-7pm	15-30	60	*	7:30am-6:30pm	60	7:30am-6:30pm	60
90E **	Commute Hours Only	2 RT trips in AM	2 RT trips in PM		*	*	*	*
91	6am-7pm	15-30	30	*	*	*	*	*
92	6am-10:30pm	15	15	30	8am-8pm	60	8am-8pm	60
94	7-8 am, 3-5pm	30-60	*	*	*	*	*	*
95	6:30am-7pm	15	60	*	9am-6pm	60	9am-6pm	60
97	6am-10:30pm	20	30	30-60	8am-6pm	60	8am-6pm	60

Note: Additional services may be available during peak times. Frequencies shown represent averages over the time period. (*) indicates no service provided.

** Route 90E is operated by Sam Trans and runs four times each way between Hayward BART and Hillsdale Mall in San Mateo County, twice during AM commute, twice during PM commute.

In addition to the above features, the Circulation Element is proposing that enhanced express bus service be established across the San Mateo Bridge between the Castro Valley BART station and major Peninsula destinations. [see FIGURE 9] This proposal would represent a significant increase in the level of service currently provided by the SamTrans Route 90E. The proposed express bus service would link Castro Valley, Hayward, Foster City, Hillsdale, and other points on the Peninsula, and would provide for bus stops on Winton, Hesperian, and Clawiter, as well as the Castro Valley and Downtown Hayward BART stations. It would operate with frequent headways during the peak hours and less frequent headways during the remainder of the day.

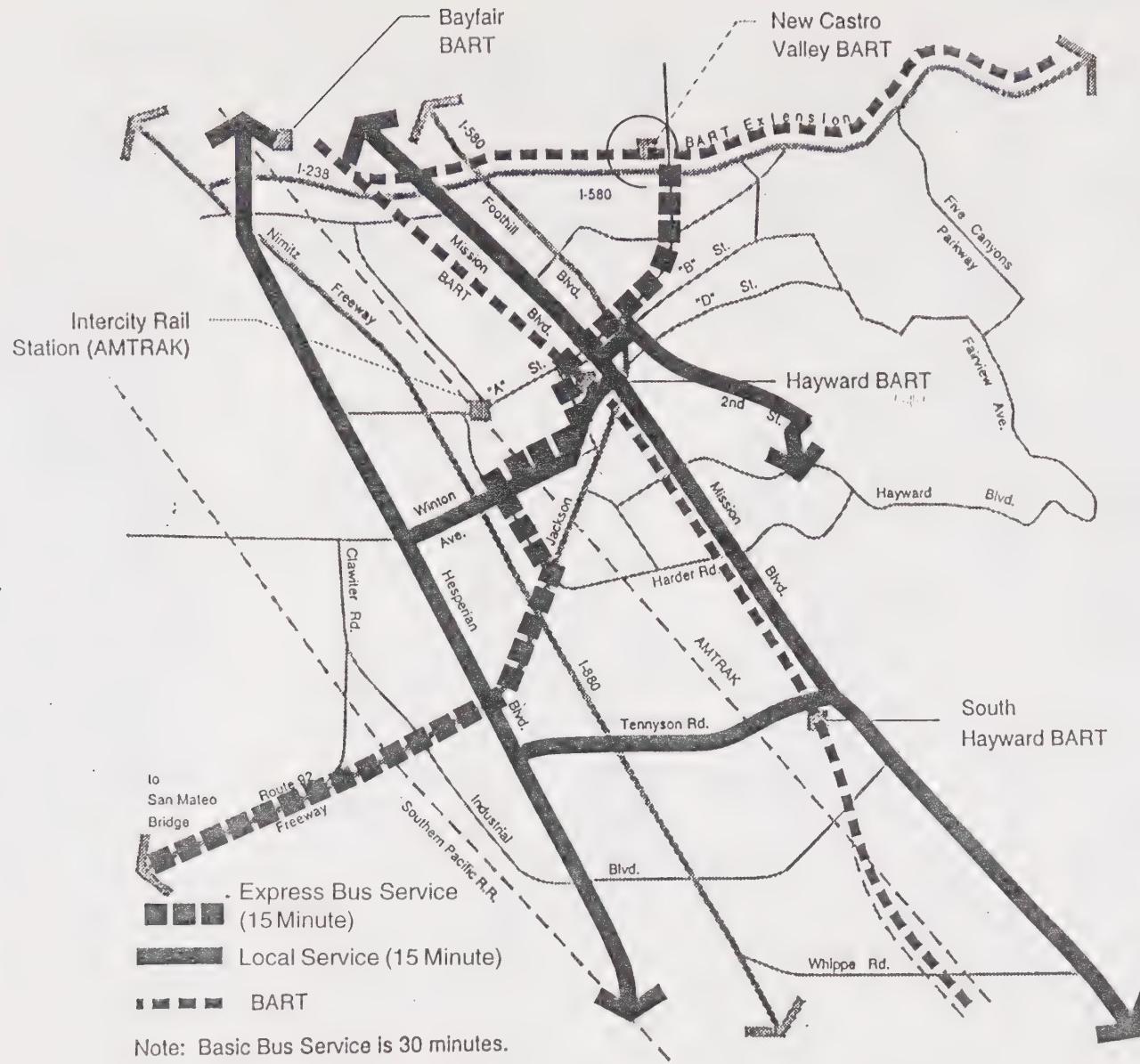
Improving transit dramatically, while keeping the service cost-effective, requires that where possible, capital investments be made to protect transit speeds and expand pedestrian access. These investments will result in more efficient use of scarce operating funds in the long term. Possible speed-related investments for future consideration include a program of priority treatments protecting current operating speeds on all streets with 15-minute service, especially along Hesperian and Mission. These critical corridors will be used heavily for relatively long-distance trips, and their high frequency means that losses of travel speed will translate quickly into lost riders and higher operating cost. Such a program does not need to generate capital projects now, but future deficiencies will cause those projects to be identified over time, and in the course of long-range planning. (Nelson/Nygaard, 1997)

Capital projects for pedestrian access are critical to allow for more efficient service design. Current local service is very slow because buses must make their way through a labyrinth of slow streets with many turns. Current service also has lines placed very close together because there are so many barriers to pedestrian access. A comprehensive plan for continuous pedestrian connectivity, with particular emphasis on access to major transit corridors, would save operating funds and make service more efficient in the long term by permitting more service to be operated on fewer streets.

The availability of operating funds for AC Transit is by no means certain, but by 2010, there is certainly the potential for the District to increase its operating funds, or for new funding sources to be developed. Alternatively, the service could be provided by another operator, if an alternative to AC Transit were developed.

PARATRANSIT

People who cannot use conventional fixed-route transit need specialized services, or paratransit. The demand for paratransit services is expected to increase as the population ages. In addition, the Americans with Disabilities Act is changing the character of paratransit because it requires transit districts to provide paratransit services to the disabled which is comparable to regular service. The ADA minimum service area generally extends 3/4 of a mile along either side of a fixed bus route or 3/4 of a mile outward from a transit station. BART and AC Transit have formed the East Bay Paratransit Consortium in order to better comply with the paratransit service requirements of the ADA. Riders must make reservations in advance, although standing orders are possible for regular trips; dedicated sedans, vans, or taxis are used for most trips.



PROPOSED TRANSIT IMPROVEMENTS

Figure 9

The City of Hayward has taken on the role of providing paratransit services beyond those mandated by ADA to cover areas where gaps in service for Hayward residents currently exist. This includes providing service outside of ADA operating hours or outside of ADA service boundaries. These services are provided through a demand/response system, with priorities based on consideration of the trip destination. This service is funded solely by Measure B through a system of vouchers using taxis or lift-equipped vans. In Hayward, disabled people 18 years of age or older who are unable to drive or use regular public transportation may use the service.

There are other specialized transportation needs that can best be met by the private sector. These include shuttle buses serving limited routes during peak travel periods, as well as taxis.

BICYCLING

Greater use of bicycles can provide many benefits. Bicycles are a quiet, non-polluting form of transportation which does not directly consume fossil fuels or require vast amounts of land and expensive infrastructure. Bicycling can be encouraged with the provision of bikeways to major destinations and requirement of bike racks and lockers at destination points such as governmental centers or other places of employment.

The City of Hayward adopted an updated Bicycle Master Plan in early 1997. This plan proposes a network of bicycle facilities which includes bike paths, lanes and routes. [see FIGURE 10] The plan also sets priorities for implementation and funding of the various proposals. Goals and policies of the plan are summarized in this document; please refer to the Bicycle Master Plan for specific strategies and proposals.

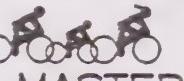
WALKING

Walking is popular as a form of recreation, exercise, and commuting for relatively short trips. Walking can be promoted as an alternative to driving if there are safe, attractive facilities. A network of pedestrian pathways between activity centers and transit facilities, as well as between residences, schools and neighborhood shopping, can encourage walking.

Typical walking distances are short, perhaps 800 feet at most between parking and destination. However, people will walk much further if their destination is visible or if the walk is made attractive. Short cuts through blocks or over barriers, trees or other landscaping separating pedestrians from vehicular traffic, and highly visible pedestrian crossings can make walking safer and more pleasant.

Walking will also be encouraged by mixed-uses in activity centers. Provision of residences, commerce, transit and open space within walking distance allows for a less car-dependent lifestyle. Potential exists around major shopping centers, transit stations, governmental centers, and the Cal-State Hayward campus to develop a better balance of retail, office and residential use so that walking becomes a viable method of transportation.

CITY OF HAYWARD
DEPARTMENT OF PUBLIC WORKS
ENGINEERING AND TRANSPORTATION DIVISION



BICYCLE MASTER PLAN

BICYCLE NETWORK PLAN

EXISTING PROPOSED

BIKE PATH (CLASS I) *****

BIKE LANE (CLASS II) OOOOO

BIKE ROUTE (CLASS III) OOOOO

BIKeway BY OTHERS <><><>

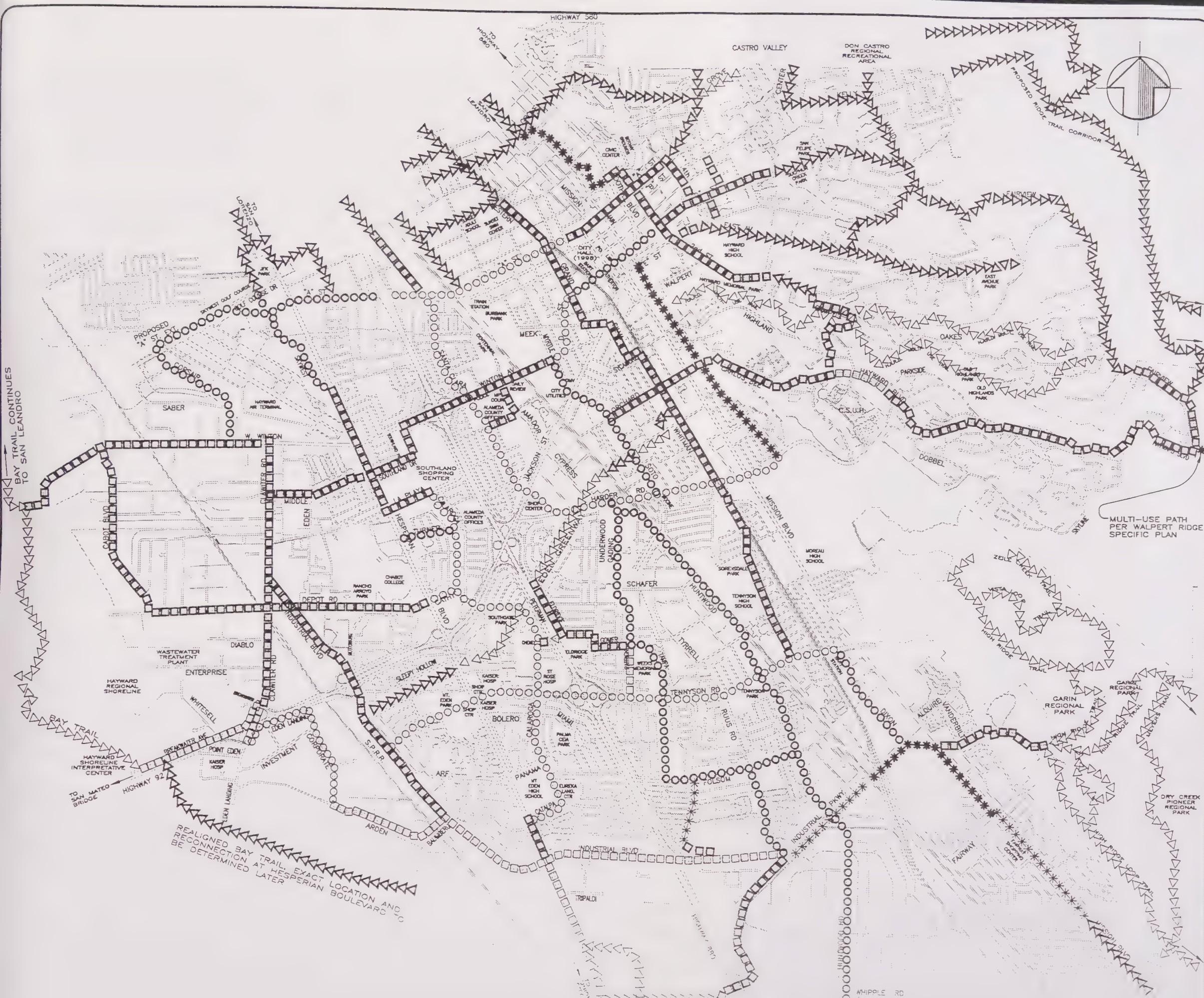


Figure 10

In 1993, the City Council established the Sidewalk Rehabilitation Program, which is funded within the Capital Improvement Program at \$125,000 annually. This program provides partial funding for the repair of sidewalk locations with street tree-related damage, using an application and lottery process. Funding is available through a 50%-50% cost-sharing arrangement with property owners. Funding for future years will require City Council approval during the budget review process.

Curb ramps are in great demand to enhance accessibility for the disabled and other citizens with mobility limitations. Priorities for new curb ramps focus on public buildings and activity centers; however, curb ramps are also installed in conjunction with new development or as part of street reconstruction projects.

TRANSIT AND THE DENSITY OF DEVELOPMENT

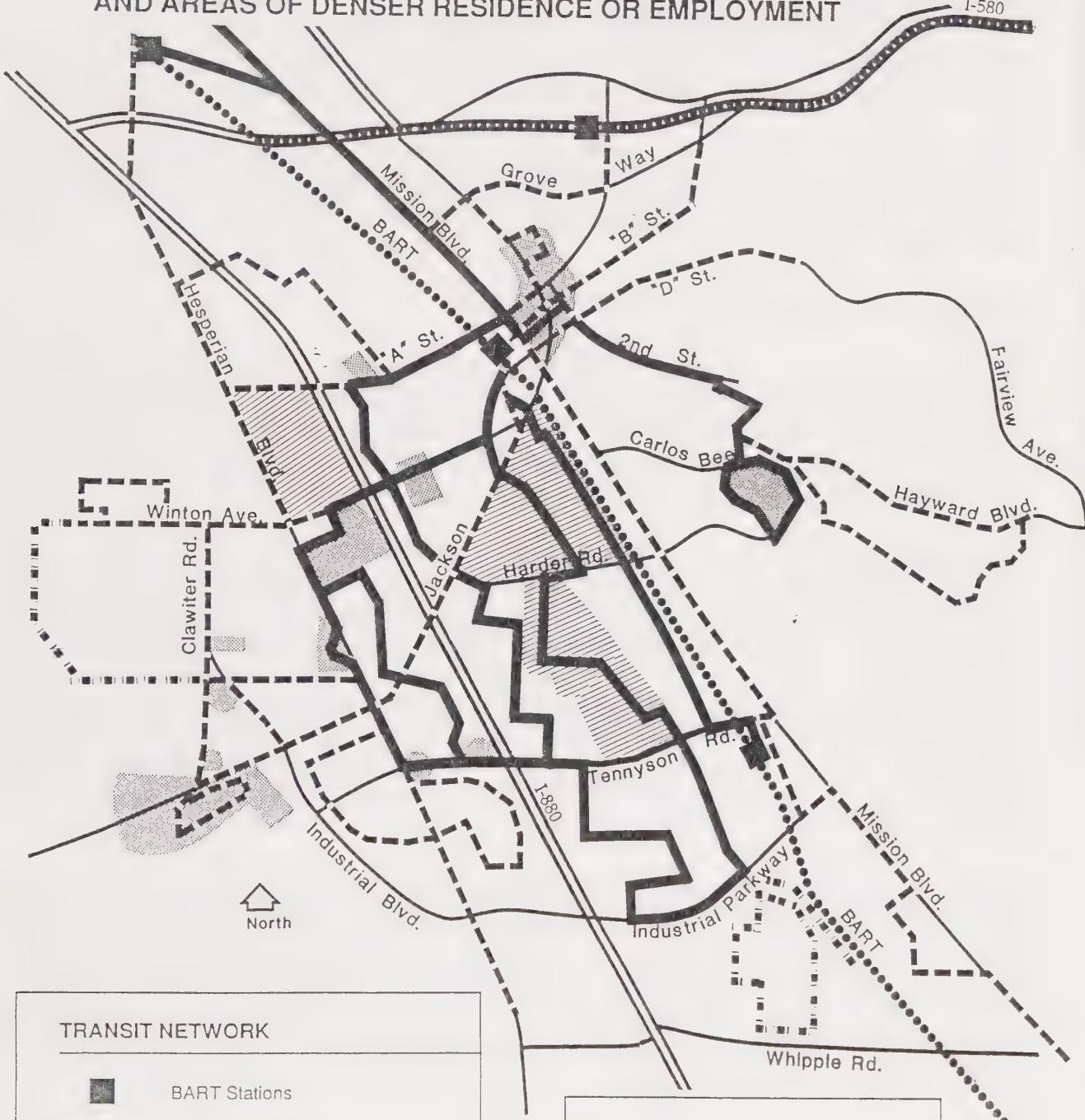
Discretionary use of transit is primarily dependent upon frequency of service and proximity, both of which are linked to the density and design of development. More intensive development, whether denser residential development or concentrations of employment, supplies more potential riders along a route. Lower intensity development requires more route mileage to bring service close to residents and each route may have too few riders to be economically feasible.

It is generally agreed that population density is the key factor in the amount of transit usage. Service standards adopted by the AC Transit District suggest that a density threshold of 10,000 persons per square mile (as measured by census tract) is necessary to support 15-minute headways during the peak hour. While some of the development in Hayward along major arterial corridors such as Mission Boulevard may approximate these densities, there are few neighborhoods in Hayward where the density of existing development is high enough to effectively support this level of transit service. In 1990, this threshold was matched in only four of the city's neighborhoods: Harder-Tennyson, Palma Ceia, Jackson Triangle, and Longwood-Winton Grove. Portions of some of these neighborhoods are not currently provided with 15-minute headways during the peak hours. [see FIGURE 11]

The fundamental service design problem in Hayward is that the widely spaced BART stations and freeway overpasses provide very few opportunities for continuous east-west lines. As a result, much of the local service for neighborhood access must be provided by north-south lines. These north-south lines, in turn, require that pedestrians walk generally east-west to access them. East-west pedestrian travel, however, is consistently frustrated by obstructions created by the railway lines, the BART tracks, and I-880, as well as discontinuous street patterns without a physical obstacle (between Gading and Underwood, for example).

In the long run, the most effective way to promote transit use at the local level is to concentrate job and housing growth near transit stations or along major bus routes. Transit providers indicate a higher proportion of ridership within 1/4 mile of a bus line and 1/2 mile of a transit station. Within Hayward, households are projected to increase by 11 percent between 1995 and 2015. Employment is expected to increase by 21 percent during the same period. Based on existing land use policies.

**EXISTING
TRANSIT NETWORK SERVICE FREQUENCIES
AND AREAS OF DENSER RESIDENCE OR EMPLOYMENT**



TRANSIT NETWORK

- BART Stations**
- Bus Route, (Maximum 15 minute headways peak hour)***
- Bus Route, All Day Infrequent Service**
- Bus Route, Peak Hours Service Only**

0 1/4 1/2 1 Mile

1/4 mile walking distance (bus)
1/2 mile walking distance (BART)

Census Tracts
with over
10,000 residents
per square mile

Activity and
Employment Centers

* Hespeler Blvd. includes Route 97, with average 20 minute headways throughout the day.

residential growth will occur mostly along Mission Boulevard, in the hills, and through infill development near downtown. Job growth will occur mostly in the industrial areas north and south of Route 92.

Better integration of land use and transportation planning in Hayward can help to reduce congestion by minimizing the need for non-work trips as well as work trips. Mixed-use developments incorporating living, shopping and working environments provide the ideal opportunity to maximize walking and minimize dependency on the automobile. Existing land use policies promote mixed-use development in the Downtown area and along Mission Boulevard. In addition, higher intensity development near activity centers or along major arterials, whether higher residential densities or greater employment concentrations, can support transit that is more efficient and cost-effective. Existing land use policies also call for higher residential densities near activity centers, transit stations and along major arterials.

The City's Growth Management Element has identified areas of potential change where the linkage of transit with appropriate land use intensity can accommodate growth while improving Hayward's quality of life and allowing for continued economic vitality. These areas include the Downtown, Cannery area, Mission Boulevard, South Hayward BART station area, and the Industrial Corridor. In these potential change areas, and along key transit corridors, higher intensity, quality development designed to fit with non-automotive modes of travel can be supported. Mixed-use development (e.g. housing above commercial) will be promoted where appropriate to ensure a pedestrian-friendly environment that has housing, jobs, shopping, parks and recreation in close proximity.

Site design of new development can reflect transit needs with appropriately located bus turnouts and convenient pedestrian access to bus stops. The City's Parking Ordinance provides for consideration of reductions in parking requirements commensurate with the provision of transit passes or other transit amenities and enhancements.

ISSUE: *Promoting Public Transit and Alternative Modes of Transportation*

GOAL 5: Improve Coordination among Public Agencies and Transit Providers

POLICIES:

- 5.1 A comprehensive approach should be taken to encourage alternative modes of travel, consonant with the health of the environment and with future growth.

Strategy 5.1.1. The City should consider transit riders, pedestrians, people in wheelchairs, cyclists, and others in the design and building of the city.

Strategy 5.1.2. Encourage AC Transit and BART to expand access to cyclists, including providing racks on buses and secure bicycle parking.

- 5.2 Promote improvements to coordinated bus and transit arrangements.

Strategy 5.2.1. Work with AC Transit to coordinate routes and service times and to post routes and schedules at bus stops.

Strategy 5.2.2. Seek to provide attractive, sheltered bus stops whenever feasible throughout the City which are sensitive to the needs of each neighborhood in location and design.

Strategy 5.2.3. Develop better intermodal connections at transit stations.

GOAL 6: Expand and Reconfigure Public Transit Service to Meet Demand, Provide Greater Mobility, and Reduce Traffic Congestion

POLICIES:

- 6.1 Encourage consolidation of transit service along higher density corridors, providing service frequencies of at least 15 minutes during peak hours in the densest corridors.

Strategy 6.1.1. Seek provision of bus service with minimum 15-minute headways during peak hours in areas with 10,000 or more people per square mile, as measured along a corridor 1/4 mile on either side of a proposed route, and on routes serving colleges and employment centers with 16 or more employees per acre.

Strategy 6.1.2. Encourage alternatives to fixed-route diesel transit coach service in less dense neighborhoods.

6.2 Urge AC Transit to expand service to underserved areas in Hayward.

Strategy 6.2.1. Advise AC Transit of proposed changes in street networks which may affect bus service.

Strategy 6.2.2. Require developers of large developments which may increase demand for bus service to meet and discuss with AC Transit the potential impacts of their projects and how those impacts may be mitigated.

6.3 Encourage the use of public and private transit vehicles for intra-city service.

Strategy 6.3.1. Periodically evaluate the feasibility of and take action on additional transit services such as shuttles for areas such as mobilehome parks and the hill area.

Strategy 6.3.2. Encourage, to the greatest extent possible, the use of existing public transit services and/or discuss with AC Transit modification of existing routes to meet transit needs before starting public or private shuttle services to BART from major traffic generators (e.g., Downtown, CSUH, Southland, the Industrial Corridor).

GOAL 7: Address Special Needs of Transit Users

POLICIES:

7.1 Promote transit services for populations with special needs.

Strategy 7.1.1. Continue to promote paratransit services for all Hayward residents with special needs, to include both mandated (ADA) and non-mandated services.

Strategy 7.1.2. Encourage AC Transit to consider demographic factors in establishing its basic route structure; service should be available within 1/4 mile of areas with especially high concentrations of senior citizens, persons with disabilities, low-income residents, and school-aged children.

Strategy 7.1.3. Achieve full compliance with regulations of the Americans with Disabilities Act.

Strategy 7.1.4. Improve accessibility of transit stations and vehicles to seniors and other persons with special needs.

- 7.2 Improve security on transit and at stations, stops, walkways, and parking lots.

Strategy 7.2.1. Develop design standards for lighting, walkways and landscaping that promote a feeling of safety at transit stops.

Strategy 7.2.2. Give priority for sidewalk and other pedestrian improvements for pathways to key transit stops.

GOAL 8: Create Improved and Safer Circulation Facilities for Pedestrians.

POLICIES:

- 8.1 Complete planned sidewalk system and maintain and repair sidewalks to ensure pedestrian safety.

Strategy 8.1.1. Continue to require installation of sidewalks in conjunction with new development consistent with other policies and regulations.

Strategy 8.1.2. Continue to fund the Sidewalk Rehabilitation Program and the installation of curb ramps on an annual basis.

- 8.2 Consider design and operational improvements to facilitate safe pedestrian movements.

Strategy 8.2.1. Design safe pedestrian crossings of arterials to access major shopping areas and transit stops.

Strategy 8.2.2. Increase consideration of pedestrian needs including appropriate improvements to crosswalks, signal timing, signage, and curb ramps.

- 8.3 Enhance pedestrian linkages from neighborhoods to recreational facilities and open spaces with pedestrian paths, creekside walks, and utility greenways.

Strategy 8.3.1. Seek opportunities during the review of new developments for the provision of adequate access to open space and recreational facilities.

Strategy 8.3.2. Encourage design of developments which contributes to continuous pedestrian pathways and pedestrian connectivity.

GOAL 9: Provide the opportunity for safe, convenient and pleasant bicycle travel throughout all areas of Hayward.

POLICIES:

9.1 Implement system of bikeways throughout the City (per the Bicycle Master Plan) tying residential areas to commercial areas and to recreational open space along the shoreline and in the hills.

Strategy 9.1.1. Assist in the development of new facilities by requiring new development to either contribute funding or to assist in the construction of adjacent planned facilities.

Strategy 9.1.2. Seek funding of bicycle facilities through available federal, state and regional sources.

9.2 Provide the related facilities and services necessary to allow bicycle travel to assume a significant role as a local alternative mode of transportation and recreation.

Strategy 9.2.1. Implement standards for provision of bike racks as contained in the Parking Ordinance and Zoning Ordinance.

Strategy 9.2.2. Provide bicycle lockers at primary City facilities and consider other economic incentives to increase bicycle commuter ridership.

9.3 Encourage the use of bicycles as a pleasant means of travel and recreation embodying physical, environmental and social benefits.

GOAL 10: Encourage Land Use Patterns that Promote Transit Usage

POLICIES:

10.1 Guide future development into patterns which reduce automobile usage.

Strategy 10.1.1. Encourage transit-oriented development; where appropriate, encourage intensive new residential and commercial development within 1/2 mile of BART stations or 1/4 mile of major bus routes.

Strategy 10.1.2. Encourage mixed-use residential and commercial development to reduce the need for multi-destinational trips.

Strategy 10.1.3. Promote high density new residential development, including residential above commercial uses, near transit facilities, activity generators, and along major arterials.

- 10.2 Alternatives to automobile transportation will be encouraged through development policies and provision of transit, bike and pedestrian amenities.

Strategy 10.2.1. Public facilities should be built with public transit accessibility.

Strategy 10.2.2. Encourage major traffic generators to design facilities providing enhanced access for transit and pedestrian users.

Strategy 10.2.3. Continue to require large developments to provide bus turnouts and shelters, and convenient pedestrian access to transit stops.

Strategy 10.2.4. Encourage continuous, safe routes for pedestrian and bicycle travel through new developments.

Strategy 10.2.5. Encourage design features in proposed developments which tend to decrease walking distances to transit.

Strategy 10.2.6. Encourage creative transit solutions for neighborhood circulation that would provide alternatives to service by larger diesel buses.

ISSUE: *Improving Local Access and Circulation within Hayward*

The southern Alameda County street system evolved from the rural road network that served the agrarian activities once conducted in and around Hayward. Widenings, signalizations and other improvements have increased the capacity of these roads, but development in the area and along these routes in particular has more than offset the efficiency gained by the improvements. The local street network is impeded by several factors. Four barriers slicing down the bay plain (three railroad lines and the Nimitz Freeway) force local traffic, including pedestrians and cyclists, onto the few streets which cross those barriers. In addition, topography has limited road connections in the hills. Most significantly, regional traffic uses local streets as a link between I-580 and the San Mateo Bridge and as outlets for overflow from the Nimitz Freeway.

STREET FUNCTIONAL CLASSIFICATION SYSTEM

In Hayward, the General Policies Plan Map provides a visual representation of the functional classification of the existing street network. [see FIGURE 12] The existing highway and street network serves many different functions. Whereas **freeways or expressways** are designed with limited access to serve regional through traffic, other streets serve a variety of needs: movement of pedestrians, bicycles, cars and trucks; transit; property access; parking; and even as a form of public open space.

Arterial streets serve area traffic and local traffic generators. Their primary purpose is to accommodate through traffic. Ideally, arterials are located around rather than through residential neighborhoods, commercial centers, industrial areas, and colleges. *Major arterials* are four-lane highways, other than purely residential streets, that remain consistently four lanes wide and also connect to other four-lane roadways. *Minor arterials* may be either two-lane or four-lane highways that interconnect and augment the major arterial system and provide service to trips of moderate length at a lower level of travel mobility and distribute travel to smaller geographic areas than the major arterial system.

Collector streets supplement and provide access to arterial streets and provide access to neighborhoods. On such streets, the needs of through traffic and turning and parking must be balanced. At certain times, such as peak commute hours, one function may take precedence over others. *Major collectors* are two-lane roadways (with 48-foot curb-to-curb width) that provide both land access service and traffic circulation within residential neighborhoods and commercial and industrial areas. *Minor collectors* are two-lane roadways (with 40-foot curb-to-curb width) that serve the same functions as major collectors. Collector streets are not shown in Figure 12; however, further discussion of collector streets may be found in the various adopted neighborhood plans.

Local streets primarily provide access to abutting properties. Ease of access, pedestrian safety, and parking have priority over traffic movement. Ideally, neighborhood streets are designed to discourage through traffic and unsafe speeds.



FUNCTIONAL STREET CLASSIFICATION SYSTEM

Existing	Proposed
—	- - - : Freeway/Expressway
—	- - - - : Major Arterial
—	- - - - - : Minor Arterial

Note: Collector streets are not shown on this map.

IMPROVING ACCESS TO DOWNTOWN AND MAJOR ACTIVITY CENTERS

It is very important that adequate access be provided to the Downtown and other major activity centers such as the Industrial Corridor, Cal-State Hayward and Southland Mall in order to maintain the economic vitality of the city. Specific concerns are discussed in more detail in the following sections.

In the **Downtown** area, the primary concern is providing adequate access to the B Street Plaza and adjacent areas from Foothill Boulevard. Currently, left-turn movements from northbound Foothill Boulevard are precluded in favor of moving commuter traffic through the Downtown area. In the long-term, construction of the Route 238 Bypass will reduce congestion on Foothill Boulevard and Mission Boulevard and allow for improved local access; however, interim measures need to be identified which will improve access in the short-term. Improvements to D Street will facilitate access and traffic flow along the southern edge of Downtown core. Consideration also needs to be given to alleviating congestion on A Street along the northern edge of the Downtown since increased levels of congestion are forecast on A Street in the future.

Concerns in the **Industrial Corridor** include provision of more direct access to the western portions of the industrial area from both I-880 and Route 92, enhanced circulation within the area, and reconstruction of major streets. Specific improvements have been identified through previous studies which evaluated the feasibility of an Industrial Assessment District. These improvements include a new interchange at Route 92, street extensions, new traffic signals, and installation of other traffic control devices.

Access to **Southland Mall** is important to maintain its attractiveness and continued viability as a regional shopping center. In particular, full access from I-880 must be ensured as part of any proposed transportation improvements. In addition, improvements in traffic flow along the freeway ramps and adjacent arterials are needed to enhance accessibility and minimize the impacts of conflicting turning movements.

The selection of the site for the **Cal-State Hayward** campus assumed the eventual construction of the Route 238 Bypass. The CSUH administration continues to believe that future growth of the university may be constrained without improved automobile access from the I-880 and I-580 freeways. In the interim, transit connections between the campus and Hayward BART stations have been enhanced with additional shuttle services.

STREET WIDENINGS AND INTERSECTION IMPROVEMENTS

The City is nearing completion of several major street widening projects, including West A Street and D Street. Other widening projects are proposed in the future, such as Industrial Parkway and Redwood Road (County). Spot widening is proposed on Mission Boulevard at Industrial Parkway in-lieu of the full Mission Boulevard widening project to Mowry Avenue in Fremont as envisioned

in Measure B. This is due to a shortage of funding as well as concerns of the Hayward City Council about impacts on the adjacent neighborhoods.

Although street widenings are intended to reduce congestion, such improvements can attract more traffic as a result of the increased capacity. Also, in built-up urbanized areas widenings frequently have taken right-of-way used for pedestrians and street trees, leaving inadequate building setbacks. Wider streets generally discourage pedestrian crossings. Alternatives to street widening, such as limitations on parking and turning and on driveway curb cuts, need to be evaluated as ways of increasing the capacity of arterials.

Intersections are typically used as points to measure congestion on the local street network. Data on the Levels of Service for selected intersections in both 1996 and 2010 was generated as part of the traffic model analysis. [see FIGURE 13] Levels of Service reflect the ratio of traffic volumes to the calculated capacity of the intersection based on such factors as number of lanes and turning movements. Descriptions of the various level of service classifications for intersections are presented in the accompanying table. [see FIGURE 14] Level of Service D is generally not considered desirable but is often considered acceptable in urbanized areas such as Hayward because of the high fiscal and social costs of road widenings through developed areas.

Construction of the D Street widening project will simplify most of the complex intersections created by the triangular relationship of Jackson/Foothill to Winton, "D", and "E"; however, the intersection of Foothill/Jackson with Mission Boulevard remains a key source of congestion.

Additional intersection improvements are proposed at those intersections indicated to perform at LOS E or F in the future, even with implementation of transportation improvement projects proposed elsewhere in the Circulation Element. Affected intersections within Hayward include the following: B/Center/Kelly, Foothill/A Street, Hesperian/A Street, Mission/Carlos Bee, Mission/Harder, and Mission/Foothill/Jackson.

MITIGATING IMPACTS OF ADDITIONAL DEVELOPMENT

The City's Growth Management Element contains policies which ensure that new development will not be approved unless it has been demonstrated that there will be adequate transportation capacity. It is very important that adverse traffic impacts of proposed development be evaluated and appropriate mitigation measures identified during the course of project environmental reviews. This may include impacts on the surrounding neighborhoods as well as impacts at intersections somewhat distant from the project location. It is also important that interim measures be considered where the proposed mitigation is dependent upon construction of projects with no funding or an uncertain future. Coordination with adjoining jurisdictions is essential to identify and mitigate adverse impacts. This is particularly crucial with regard to unincorporated areas to the north and east of Hayward which are under Alameda County jurisdiction.

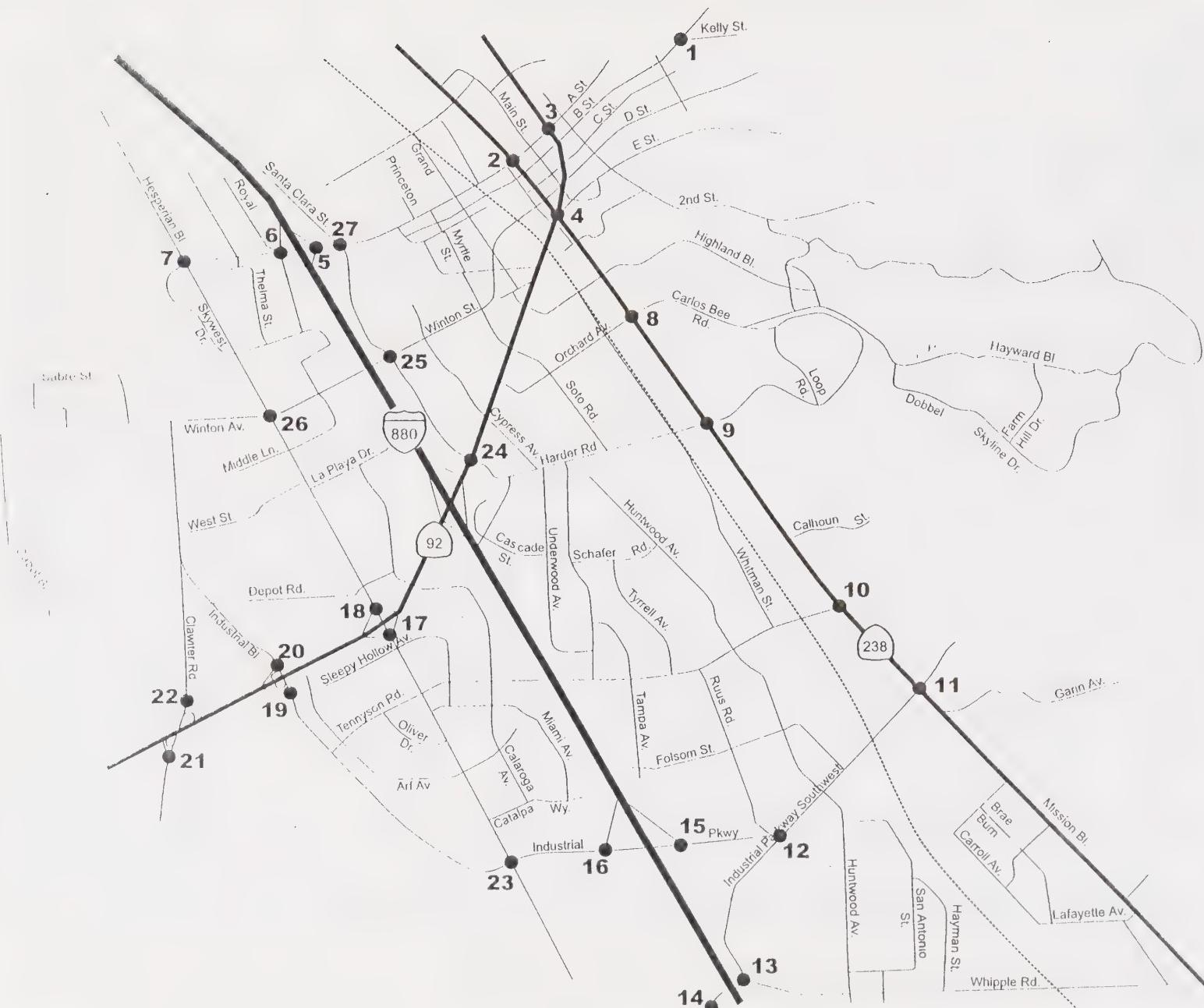


Figure 13a
LOCATIONS OF INTERSECTIONS ANALYZED

PM Peak Hour Intersection Levels of Service and Average Delay in Seconds

Intersection	Scenario			
	1996 Existing Conditions		2010 Proposed Network	
	Delay (secs.)	LOS	Delay (secs.)	LOS
1 Center St	Kelly St	346	F	135 F
2 Mission Blvd	A St	32	D	30 D
3 Foothill Blvd	A St	297	F	132 F
	(with proposed intersection improvements)	95	F	83 F
4 Mission/Foothill	Jackson	626	F	94 F
	(with proposed intersection improvements)	23	C	17 C
5 NB-880 Ramps	A St	27	D	32 D
6 SB-880 Ramps	A St	31	D	35 D
7 Hesperian Blvd	A St	136	F	187 F
	(with proposed intersection improvements)	39	D	48 E
8 Mission Blvd	Carlos Bee Blvd	41	E	126 F
	(with proposed intersection improvements)	21	C	32 D
9 Mission Blvd	Harder Rd	27	D	71 F
	(with proposed intersection improvements)	25	C	38 D
10 Mission Blvd	Tennyson St	12	B	19 C
11 Mission Blvd	Industrial Pkwy	32	D	51 E
12 Industrial Pkwy SW	W. Industrial Pkwy	14	B	15 C
13 Industrial Pkwy SW	Whipple Rd	24	C	63 F
14 NB-880 Ramps	Whipple Rd	57	E	53 E
15 SB-880 Ramps	Industrial Pkwy	6	B	25 D
16 Hesperian Blvd	Industrial Pkwy	14	B	12 B
17 Hesperian Blvd	EB-SR92 Ramps	15	C	19 C
	(with proposed intersection improvements)			
18 Hesperian Blvd	WB-SR92 Ramps	5	A	6 B
19 Industrial Blvd	EB-SR92 Ramps	16	C	15 B
20 Industrial Blvd	WB-SR92 Ramps	14	B	13 B
21 Clawiter Rd	EB-SR92 Ramps	(a)	1000	F n/a n/a
21A Whitesell Dr	EB-SR92 Ramps	(b)	n/a	n/a 8 A
22 Clawiter Rd	WB-SR92 Ramps	(a)	321	F n/a n/a
22A Clawiter Rd	WB-SR92 Off-Ramp	(b)	n/a	n/a 6 A
22B Whitesell Dr	WB-SR92 Off-Ramp	(b)	n/a	n/a 1 A
23 Hesperian Blvd	W. Industrial Pkwy	58	E	37 D
24 Harder Rd	Santa Clara/Jackson	34	D	32 D
25 Santa Clara St	Winton Ave	20	C	21 C
26 Hesperian Blvd	Winton Ave	36	D	39 D
27 Santa Clara St	A St	12	B	21 C
Number of Intersections at LOS E or F			9	10
Number of Intersections at LOS E or F with Proposed Intersection Improvements			6	6

(a) = Intersection is controlled by Stop Signs under existing conditions. Intersection does not exist in Proposed Transportation Network.

(b) = Intersection does not exist in 1996 Network.

n/a = Not Applicable

Figure 14a
SIGNALIZED INTERSECTION LEVEL OF SERVICE
DEFINITIONS BASED ON VOLUME/CAPACITY (V/C)

Level of Service Ratio	Interpretation	V/C
A	Uncongested operation; all queues clear in a single signal cycle.	Less Than 0.600
B	Very light congestion; an occasional approach phase is fully utilized.	0.600-0.699
C	Light congestion; occasional backups on critical approaches.	0.700-0.799
D	Significant congestion on critical approaches, but intersection functional. Cars required to wait through more than one cycle during short peaks. No long-standing queues formed.	0.800-0.899
E	Severe congestion with some long-standing queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s) upstream of critical approaches(es).	0.900-0.999
F	Total breakdown, stop-and-go operation.	1.000 and Greater

Figure 14b
SIGNALIZED INTERSECTION LEVEL OF SERVICE
DEFINITIONS BASED ON DELAY

Level of Service	Description	Average Stopped Delay Per Vehicle (Sec.)
A	Operations with very low delay occurring with favorable progression and/or short cycle lengths.	Less than 5.0
B	Operations with low delay occurring with good progression and/or short cycle lengths.	5.1 to 15.0
C	Operations with average delays resulting from fair progression and/or longer cycle lengths. Individual cycle failures begin to appear.	15.1 to 25.0
D	Operations with longer delays due to a combination of unfavorable progression, long cycle lengths, or high V/C ratios. Many vehicles stop and individual cycle failures are noticeable.	25.1 to 40.0
E	Operations with high delay values indicating poor progression, long cycle lengths, and high V/C ratios. Individual cycle failures are frequent occurrences. This is considered to be the limit of acceptable delay.	40.1 to 60.0
F	Operation with delays unacceptable to most drivers occurring due to oversaturation, poor progression, or very long cycle lengths	Greater than 60.0

Source: Transportation Research Board, *Highway Capacity Manual, Special Report 209*, Third Edition (Washington, D.C., 1994), pp. 9-6--9.7

TRAFFIC SIGNAL OPTIMIZATION

Traffic signal interconnect systems are intended to streamline traffic flow along major arterials and to avoid uncoordinated signals, which can increase delays at intersections. Caltrans signal interconnect systems through the City include those on Mission Boulevard, Jackson Street, and Foothill Boulevard. Most of these systems have recently been installed and are not fully functional.

The City has installed systems on Harder Road, Tennyson Road, Hesperian Boulevard, and parts of Second Street, Main Street, A Street, and Watkins Street. The interconnect system in the Downtown area has been completed but is not yet fully optimized. A radio-operated interconnect is to be installed on Winton Avenue in the near future. City interconnect systems are also planned for Industrial Parkway and the remainder of A Street.

TRAFFIC SAFETY CONCERNs

Safety of automobile and pedestrian and bicycle travel is of utmost concern in neighborhoods throughout the city. The primary concern of residents is to reduce the amount of speeding in their neighborhoods. Most neighborhood plans contain a variety of recommendations for dealing with these problems. Typical solutions include better enforcement, stop signs, speed humps, or other traffic calming measures.

In addition to providing police officers dedicated to traffic enforcement, the Police Department works with the Public Works Department to resolve local traffic problems. A traffic safety program is available for presentation to interested groups. Maintenance of the "high accident list" on a quarterly basis assists in identification of priority locations for increased enforcement or possible improvements. A radar trailer is often used in response to complaints about speeding and appears to be very effective while in place.

The City Council has adopted a policy on neighborhood stop sign warrants which incorporates consideration of local neighborhood concerns. In addition, a policy regarding speed humps was adopted by the City Council in recognition that this approach may be appropriate in certain locations, depending on the specific considerations. The appropriateness of other traffic calming measures are evaluated as necessary with attention to the particular location and other relevant considerations.

PARKING

The convenience of automobile travel depends on the availability of parking. Parking is typically plentiful in suburban locations where land prices have been low and becomes less plentiful and more expensive in more intensively developed areas. Hayward residents generally want to have parking readily available on their neighborhood streets, at commercial centers, and at transit stations. Parking standards should reflect reasonable expectations of the number of cars which will be associated with a particular development. Factors which could lead to consideration of reduced parking requirements include smaller units, senior occupancy, proximity to transit, or monitored use

of Transportation Demand Management programs. The City has recently revised its Parking Ordinance to allow for consideration of such factors in evaluating proposals for reduced parking requirements.

In some neighborhoods, on-street parking has become scarce due to the presence of major traffic generators. The City has established preferential parking programs in portions of the Eden Gardens and Santan Clara neighborhoods, which are impacted by the presence of overflow parking from major institutions such as Chabot College and the County Governmental Complex on Winton Avenue.

In other areas near freeway interchanges or transit stops, on-street parking spaces are often occupied by persons riding in carpools. Provision of park-and-ride lots for carpoolers could minimize any adverse impacts on adjoining neighborhoods as well as reduce the number of single-occupant vehicles during the commute hours. The City should investigate options for possible park-and-ride lots in the vicinity of the San Mateo Bridge.

In the Downtown area and other major activity centers, parking garages have been built to accommodate the demand for parking generated by major public and private developments (e.g., Civic Center, Mervyn's, County Governmental Complex). Construction of the multi-level parking garage west of the Downtown BART station provided an opportunity to develop the former eastern BART parking lot for the City Hall and extension of the Downtown commercial and residential area. Provision of parking under or over buildings is encouraged as alternative to surface parking in order to maintain attractive street frontages.

ISSUE: *Improving Local Access and Circulation within Hayward*

GOAL 11: Increase Capacity of Local Road Network to Reduce Congestion and Improve Traffic Flow on City Arterials

POLICIES:

- 11.1 Seek a minimum Level of Service D at intersections during the peak commute periods except when a LOS E may be acceptable due to costs of mitigation or when there would be other unacceptable impacts.
- 11.2 Consider expansion (extensions and widening) of the local street network to increase capacity and to relieve bottlenecks.

Strategy 11.2.1. Pursue spot widening of the Mission Boulevard/Industrial Parkway intersection.

Strategy 11.2.2. Evaluate feasibility of further improvements at those intersections where congestion is projected in the future. (e.g. B/Center/Kelly, Foothill/A Street, Hesperian/A Street, Foothill/Jackson/Mission, Mission/Carlos Bee, Mission/Harder)

Strategy 11.2.3. Pursue extension of D Street (Phase III) to the Route 238 Bypass.

Strategy 11.2.4. Reevaluate street extensions recommended in adopted Neighborhood Plans in light of the transportation improvements proposed in this Element.

Strategy 11.2.5. Support widening of Redwood Road/A Street northward from the city limits.

Strategy 11.2.6. Focus improvements on arterials with transit service to preserve operating speeds.

- 11.3 Consider traffic alternatives such as access or turn restrictions, rather than street widening, where pedestrian safety and amenity is important or costs to existing development are high.
- 11.4 Evaluate design and circulation improvements such as grade separations and coordinated one-way streets.

Strategy 11.4.1. Pursue construction of the Harder Road grade separation at the Union Pacific railroad tracks.

11.5 Add needed traffic signals and coordinate signals to optimize traffic flow.

Strategy 11.5.1. Install traffic signals based on traffic signal priority list.

Strategy 11.5.2. Pursue implementation of the traffic signal interconnect program.

Strategy 11.5.3. Reevaluate recommendations for signal improvements as contained in adopted neighborhood plans in light of proposed transportation improvements.

Strategy 11.5.4. Ensure that installation of new traffic signals does not inhibit traffic flow on major arterials.

11.6 Mitigate adverse traffic impacts of additional development on neighborhoods with transportation improvements.

Strategy 11.6.1. Require new development to demonstrate that there will be adequate transportation capacity before approval or issuance of permits.

Strategy 11.6.2. Provide for new development to commit to project-related, off-site mitigation measures as and when deemed necessary.

Strategy 11.6.3. When traffic impacts of major development projects are assessed, consider mitigations other than the Route 238 Bypass until its construction is certain; do not postpone needed improvements.

Strategy 11.6.4. Review and comment on any development in the county or adjoining cities which might add to Hayward's traffic problems; work to reduce negative effects.

GOAL 12: Improve Access to the Downtown and Other Major Activity Centers

POLICIES:

12.1 Improve access to and circulation within the Downtown area, consistent with the Downtown Design Plan.

Strategy 12.1.1. Improve transit links from the BART stations to other major activity centers such as Southland and Cal-State.

Strategy 12.1.2. Promote shuttle service between the BART station and other focal points in the Downtown area.

Strategy 12.1.3. Evaluate feasibility of and implement interim measures to improve access to the B Street Plaza and other Downtown destinations from Foothill Boulevard, especially left-turn capacity along northbound Foothill Boulevard.

12.2 Improve access to and circulation within the Industrial Corridor.

Strategy 12.2.1. Improve truck access to and circulation within the industrial area through construction of the I-880/Route 92 Reliever Route. (*See also Strategy 2.1.4*)

Strategy 12.2.2. Improve public transportation to and within the industrial area.

Strategy 12.2.3. Support continued rail service to the Industrial Corridor.

GOAL 13: Provide for Future Parking Demand in Ways that Optimize Mode Choice

POLICIES:

13.1 Parking standards and site plan review will take into account probable demand for parking, convenience, aesthetics, and impacts on vehicular traffic, pedestrians, transit and commerce.

Strategy 13.1.1. Seek to maintain parking requirements commensurate with anticipated demand for parking through periodic review of the Parking Ordinance.

Strategy 13.1.2. Consider reductions in parking requirements for developments proposed near transit/activity centers.

Strategy 13.1.3. Continue to negotiate lower parking requirements for new residential developments which fulfill elderly, disabled, or other special housing needs and/or are located near public transit.

Strategy 13.1.4. Encourage developers/employers to offer transit passes or other transit enhancements to offset some parking requirements, pursuant to provisions of the Parking Ordinance.

Strategy 13.1.5. Lessen traffic conflicts by enforcing restricted parking zones and minimizing parking and driveway curb cuts on major boulevards.

- 13.2 Coordinate with other public and institutional parking suppliers (e.g., BART, Chabot College, Kaiser) in the provision of parking, parking charges and preferential parking.

Strategy 13.2.1. Consider consolidation and expansion of downtown parking with multi-level parking structures.

Strategy 13.2.2. Maintain sufficient parking at BART stations to avoid spillover in adjacent areas; consider electronic validation and parking charge options.

Strategy 13.2.3. Consider park-and-ride lots for bus patrons and for carpooling centers.

Strategy 13.2.4. Consider preferential parking for residents in neighborhoods where parking problems persist.

GOAL 14: Address Traffic Operations and Safety Concerns

POLICIES:

- 14.1 Strengthen enforcement of traffic laws through increased patrols.

- 14.2 Evaluate ways to reduce traffic speeds in neighborhoods such as speed humps and other traffic calming measures.

Strategy 14.2.1. Reevaluate recommendations contained in adopted neighborhood plans as appropriate.

- 14.3 Provide clear and consistent signage and roadway markings.

- 14.4 Evaluate and enforce a system of designated truck routes.

Strategy 14.4.1. Encourage trucks to use designated routes rather than local streets in the Downtown and other neighborhoods.

Strategy 14.4.2. Prohibit overnight and other specified truck parking activities in residential areas.

ISSUE: *Funding Proposed Transportation Improvements*

Transportation funding for improvements that affect Hayward can be viewed in two categories, that funding which the City receives for its own projects and that which Caltrans or the major transit agencies obtain for the projects they sponsor and execute.

City-Sponsored Projects

The City receives funding for transportation improvements from a number of different sources. With the enactment of the Intermodal Surface Transportation Enhancement Act (ISTEA), some of the outside sources over the past few years have changed in both application and in amounts available. Amounts available have also changed for internal City funding. During the downturn in the economy over the past few years, contributions from the City's General Fund for Capital Improvements in general and for Transportation Capital Improvements have had to be reduced. Fortunately, City staff has been reasonably successful in competing for state and federal discretionary funding that is based on the scoring of projects and the quality of the application which has allowed the continuation of our several major street projects, such as the D Street and West A Street Improvements.

Major sources of funding used by the City for transportation-related activities are described in the following sections. To a large extent, continuing revenue sources, such as the Gas Tax, are used for maintenance. All cities approach funding of infrastructure maintenance and improvement in different ways; however, two of the commonly utilized means for transportation-related infrastructure are Gas Tax Revenues for maintenance and Transportation Improvement Fees (TIF) on new development for improvements. While Hayward does not have a TIF, the Supplemental Building Construction and Improvement Tax (SBCIT) serves a similar purpose by generating General Fund revenue that makes possible an allocation for transportation improvements. This allocation has varied but is projected at a minimum of \$350,000 annually.

The City's share of future state and federal funding for major projects is very uncertain. Thus it is difficult to project what the City may receive from these sources. However, using the last year as an example and assuming ISTEА gets reauthorized in some form, the City would receive about \$500,000 in guarantee ISTEА funds for a two-year cycle and, if our projects are competitive, perhaps another \$500,000 out of the total \$15.4 Million in MTC-wide competitive funding. Other competitive funding sources, such as the Hazard Elimination Safety Program and the Regional Traffic Signalization & Operations Program, may add dollars for specific upgrade projects.

Other Agency-Sponsored Projects

Recent improvements in the State Transportation Fund will result in an improved outlook for Flexible Congestion Relief (FCR) funding for new highway and new transit line projects. For the past few years this major funding source has not been available.

There are a number of programs that support both mass transit operating and capital improvement costs. These include the Transportation Development Act (TDA) and the Federal Transit Act. In addition, bridge operations/maintenance and improvements are funded through bridge tolls. Recently, the controversy was resolved over how much of the Seismic Retrofit Program should be funded from bridge toll funds.

Major Funding Sources for Transportation Improvements

The following section describes the major sources of funding used by the City for transportation-related activities and provides an indication of how much money has been received and how those funds have been utilized.

1) Gas Tax Revenues - Funds paid to the City by the State, which are based on a certain number of cents per gallon of fuel purchased and allocated by population. These funds can be used on any street-related construction or maintenance project.

From fiscal years 93/94 through 95/96, the City received an average of \$2,190,000 per year in gas tax revenues. Approximately \$1,100,000 per year was transferred to support General Fund street and lighting maintenance functions. The remainder has been spent on projects such Pavement Rehabilitation, including Slurry Seal, Deep-Lift Patching, and Overlay projects, and is currently funding a portion of the West "A" Street Improvements.

It is projected that the City will receive an average of \$2,406,000 per year for fiscal years 96/97 through 98/99. After transferring to the General Fund an average of \$1,200,000 per year for street and lighting maintenance, the remainder is planned to be used as a funding source for Pavement Rehabilitation Projects. The one major project supported in part by this funding source in the immediate future will be the Harder Road Grade Separation Underpass project which is scheduled to begin construction in 1998.

2) Measure B Funds - This revenue source consists of the voter-approved 1/2 cent sales tax, which is scheduled to expire after fiscal year 2001/02. A portion of these funds have been allocated to each jurisdiction and must be used for local street maintenance and rehabilitation.

For fiscal years 93/94 through 95/96, the City received an average of \$514,000 per year in Measure B Funding. These revenues have been used to partially fund the City's annual Pavement Rehabilitation Overlay Program.

It is projected that the City will receive an average of \$650,000 per year in Measure B funds over the next three fiscal years. In addition to continuing the annual Pavement Rehabilitation Overlay Program, a portion of these funds has been slated for partial funding of the first phase of the "B" Street Rehabilitation and Reconstruction Project from Second Street to Kelly beginning in fiscal year 1997/98.

3) Supplemental Building Construction and Improvement Tax - This measure provides for transfers from the General Fund (Fund 100) to the Transportation System Improvement Fund (Fund 420).

From fiscal year 93/94 through 95/96, these transfers have amounted to a total of \$1,366,000, or an average of \$455,333 per year over those three years. This revenue has been used to fund various transportation projects, including the Hesperian Boulevard/W. Winton Intersection Improvements, and various traffic signal installations around the City (the most recent being the Tennyson/Tyrrell and Whipple/Huntwood traffic signals).

Future anticipated transfers for fiscal years 96/97 through 98/99 are projected to total \$1,950,000, or an average of \$650,000 per year, and are slated to be used for the Update of the Circulation Element of the General Plan, Local Match for the Measure B project for the Mission/Industrial intersection improvements, Speed Hump Installations and new traffic signal projects, as well as other miscellaneous projects. Projections for 98/99 and beyond are for \$350,000 per year. It is important to note that with the passage of Proposition 218, continuation of this tax beyond June of 1998 will require a vote of the people.

4) ISTEA (Intermodal Surface Transportation Enhancement Act) - This landmark federal legislation was signed into law in 1991. ISTEA emphasizes diversity and balance of transportation modes as well as the preservation of existing systems as opposed to construction of new facilities. Two-year funding cycles include both guaranteed funds and competitive categories based on competitive scoring criteria. Key fund programs under ISTEA include the Surface Transportation Program (STP), Congestion Mitigation and Air Quality Improvement Program (CMAQ), and Transportation Enhancement Activities (TEA).

The City has received approval of a total of \$2,994,000 in funding for the following projects (STP/CMAQ programs) which are now in progress:

- \$424,000 towards the Tennyson Road Signal Modification and Tennyson Road Interconnect from Calaroga to Hesperian;
- \$1,690,000 towards the "D" Street Phase II construction project which includes widening "D" Street to four lanes from Grand Street to Second Street, utility undergrounding, sidewalk installation, replacement off-street parking and landscaping; and
- \$880,000 towards the West "A" Street-Hesperian to Nimitz project, which includes utility undergrounding, sidewalk installation, and installation of a new landscaped median.

Future projects which have been approved for STP funds include:

- \$478,000 towards the Railroad Crossing and Intersection Improvements on Depot Road west of Clawiter; and

- \$533,000 toward Phase I of the "B" Street Rehabilitation and Reconstruction project from Second Street to Kelly which is scheduled to begin in fiscal year 1997/98 (Guarantee Funds).

5) Transportation Enhancement Activities Grant (TEA) - Ten percent of Surface Transportation Program (STP) monies must be set aside for projects that enhance the compatibility of transportation facilities with their surroundings. Examples of TEA projects include bicycle and pedestrian paths and acquisition of scenic or open space lands next to travel corridors. This is a highly competitive program.

The City will be receiving \$962,800 related to the pedestrian plaza which will be constructed as part of the new Civic Center construction. This plaza will connect transportation facilities (BART and the Intermodal Bus transfer station) to the Downtown.

6) SB 300-(Senate Bill 300) - State Local Partnership program where eligible locally funded projects can receive a percentage of the project costs in state assistance. Presently, \$100 million is allocated per year statewide and the percent to each project is based on number of eligible project applications. However, as part of the resolution of funding for seismic bridge retrofits, this program is slated to expire in two years.

Between fiscal years 93/94 and 95/96, the City has collected an average of \$98,000 per year in SB300 funds. These funds are allocated on a competitive basis and have been used to partially fund the City's annual Pavement Rehabilitation Overlay projects.

Future SB300 funding will be limited to an average of \$79,000 per year over the next two fiscal years because its provisions were eliminated with the passage of SB45. Funds will be used to continue to partially fund the City's Pavement Rehabilitation Overlay projects.

7) Transportation Development Act (TDA) - State law enacted in 1971. Funds derived from a one-quarter of one percent tax on all retail sales in each county. These funds are allocated on a competitive basis and can be used for transit, special transit for the disabled, bicycle and pedestrian purposes.

The City received \$40,000 in fiscal year 93/94 to fund its portion of the Bay Trail project.

In fiscal years 96/97 through 98/99, the City will receive an average of \$78,000 per year in TDA revenue which will be used to pay for 100 percent of the costs of development of the Bicycle Facilities Plan and to partially fund installation of Wheelchair Ramps at various locations throughout the City.

8) Transportation Fund for Clean Air (formerly AB434-BAAQMD) - The BAAQMD, in conjunction with the Department of Motor Vehicles, collects a \$4.00 surcharge on motor vehicle registrations. The surcharge provides funding which is used to implement strategies to reduce air pollution from motor vehicles in the most cost-effect manner. Types of eligible projects include:

the implementation and support of local ridesharing and trip reduction programs; the implementation and maintenance of local arterial traffic management, including signal timing; and, implementation of bicycle facilities improvement projects that are included in an adopted county-wide bicycle plan. This is also primarily a competitive program.

From fiscal years 93/94 through 95/96, the City received an average of \$49,000 per year, which was used to partially fund the City's trip reduction ordinance program implementation and Employer Trip Reduction Assistance Program.

Future funding includes an average of \$108,000 per year over the next three years which will be used to implement the Bicycle Facilities Plan, and to install a Fiber Optic Signal Interconnect along "D" Street to Soto Road.

9) Hazard Elimination Safety Program (HES) - This competitive federal program funds projects which improve traffic safety.

The City received \$180,000 in fiscal year 93/94 which was used to develop the City's Hazard Elimination Safety Program.

The City will also receive \$68,000 in HES funds upon completion of the Hesperian/W. Winton Avenue Traffic Signal Modifications.

10) State Grade Separation Grant - Under this highly competitive program, about three at-grade railroad crossings are funded for grade separation statewide per year.

The City's application for funding has been approved and the City expects to receive \$5,000,000 towards the cost of the Harder Road Grade Separation Project which is scheduled to begin construction in 1997.

Measure B Reauthorization Process

A major source of programmed improvements in Alameda County is the 1/2-cent Measure B Sales Tax approved in 1986 and set to expire in 2002. Over its 15-year life, the current Measure B will raise about \$990 million. This money was designated for specific transportation projects and programs. There is presently a county-wide effort underway to seek voter approval for the reauthorization of Measure B.

The Alameda County Transportation Authority, which distributes Measure B sales tax revenues, is required by law to prepare an expenditure plan outlining specific transportation projects and programs that could be included in the continuation of the sales tax measure. The proposed Expenditure Plan, which was formulated over the course of a year with the help of a citizens advisory committee, has been approved by the Authority and the Congestion Management Agency.

and is currently being reviewed by affected local jurisdictions. If approved by the Alameda County Board of Supervisors and by a majority of the cities in the county (representing the majority of the county population), the expenditure plan could be proposed as a sales tax measure to county voters as early as June 1998. If adopted by voters, the new measure would extend for an additional 15 years beyond the current expiration date of Measure B in 2002.

CAPITAL IMPROVEMENT PROGRAM

The City annually updates its five-year Capital Improvement Program, which includes all transportation-related projects. Estimated capital costs for the major transportation improvements proposed in the Circulation Element are summarized in the accompanying table. [see FIGURE 15] Possible funding sources for these projects should be identified and incorporated in the Capital Improvement Program as appropriate.

In addition to those projects to be funded over the next five years, the CIP also includes a list of unfunded projects. The List of Unfunded Projects includes most of the major projects that have been considered necessary in the past, as well as newer projects recommended in neighborhood plans or other studies, and provides order of magnitude costs for each item. This list has proven to be useful during the annual process of updating the CIP in that projects, and their relative priorities, can be further evaluated and incorporated in the revised CIP consistent with available funding.

The cost estimates shown under Transit Components for implementation of the Basic Transit Network and the Express Bus Service have been developed by Nelson/Nygaard Associates in order to provide some order of magnitude cost. Initial capital costs for achieving service levels envisioned in the Basic Transit Network (16 additional buses) are \$4.8 million; annualized capital costs would be \$400,000. The net increase in annual operating costs is estimated at \$4.7 million. The costs indicated for the Basic Transit Network represent only those costs for enhancing bus service in Hayward; obviously, such service cannot occur in isolation and would be part of a larger service expansion. Initial capital costs for providing the Express Bus Service (five buses required) are \$1.5 million. The annual operating cost would be about \$1.4 million. The costs indicated for the San Mateo Bridge express service represent one-half of the total costs; the assumption is that the other half would be borne by San Mateo County sources.

Capital Cost Estimates for Proposed Transportation Improvements

Map Ref #	Transportation Improvements	Total Estimate (millions)	Funded (millions)	Unfunded (millions)
Roadway Components				
	Route 238 Bypass -- (6-lane freeway)			
1a	Phase 1 - Stage 1: Construct 4-lane expressway, I-580 to Harder Rd	133.3	133.3	
1b	Phase 1 - Stage 2: Harder Rd to Tennyson Rd	30.0		30.0
1c	Phase 1 - Stage 3: Tennyson Rd to Industrial Pkwy	40.0		40.0
	Phase 2: Upgrade to 4-lane freeway	40.0		40.0
	Phase 3: Upgrade to 6-lane freeway	50.0		50.0
2	I-580 westbound flyover to southbound Route 238	15.0		15.0
3	"D" Street Ramps and Connectors	13.6		13.6
4	"D" Street Extension -- Phase III Widening	4.3		4.3
5	Mission Blvd/Industrial Pkwy Intersection Spot Widening	5.0	5.0	
6	Industrial Parkway Widening	51.0		51.0
7	I-880/Industrial Pkwy Interchange	1.5		1.5
8	I-880 Widening (Phase IV)	403.5	403.5	
9	I-880/"A" Street/Winton Avenue Interchanges	13.5		13.5
10	Route 92/I-880 Interchange Upgrade	90.0	90.0	
11	I-880/Route 92 Reliever Routes			
11a	Clawiter/Whitesell/Route 92 Interchange	34.2	19.5	14.7
11b	Whitesell Street Extension	11.0		11.0
11c	West "A" Street Extension	22.0		22.0
11d	Arden Road Extension	1.3	developer funded	1.3
12	Route 92 Widening	176.0	176.0	
13	I-238 Widening	229.0	102.0	127.0
14	I-580 On/Off Ramps (incl. WB 580 to Castro Valley Blvd, Redwood Rd to EB 580, and EB 580 to Center and to Grove)	10.7	10.7	
15	Five Canyons Parkway (under construction)		developer funded	
16	Redwood Road Widening	8.0	7.0	1.0
17	"B" Street/Center/Kelly Intersection Improvements		developer funded	
18	"D" Street Extension -- Phase II (under construction)	8.7	8.7	
19	West "A" Street Widening (under construction)	5.4	5.4	
20	Harder Road Grade Separation	6.8	6.8	
21	Mission/Harder Intersection Improvements	2.1		2.1
22	Mission/Carlos Bee Intersection Improvements	3.3		3.3
23	Mission/Foothill/Jackson Grade Separation	42.0		42.0
24	"A" Street/Foothill Intersection Improvements	2.0		2.0
25	"A" Street/Hesperian Intersection Improvements	0.5		0.5
26	Hesperian/Route 92 eastbound off-ramp improvements	0.5	0.5	
	Subtotal	1454.2	968.4	485.8
Transit Components				
A	Intercity Rail Station (completed)		completed	
B	Dublin/Pleasanton BART Extension (completed)		completed	
	Warm Springs BART Extension	627.0	454.0	173.0
	West Dublin BART Station	38.4		38.4
C	Express Bus Service between Castro Valley BART and San Mateo County	1.5		1.5
	Basic Transit Network (Comprehensive Service Plan)	4.8		4.8
	Subtotal	671.7	454.0	217.7
	TOTAL	2125.9	1422.4	703.5

Note: Unfunded cost estimates are extremely uncertain but are based on best available information from a variety of sources.

= Figures outlined in bold include funding allocations based on latest Measure B Reauthorization proposals.

ISSUE: *Funding Proposed Transportation Improvements*

GOAL 15: Utilize All Possible Sources of Funding for Proposed Transportation Improvements.

POLICIES:

- 15.1 Encourage Federal and State agencies to allocate funds for freeway, highway and transit improvements and pursue all available funding for alternative modes of transportation.

Strategy 15.1.1. Support continuation of ISTEA (Intermodal Surface Transportation Enhancement Act) and related programs.

Strategy 15.1.2. Support continuation of the Gas Tax.

Strategy 15.1.3. Support continuation of the Transportation Development Act.

- 15.2 Seek funding through Regional and County measures for transportation improvements.

Strategy 15.2.1. Pursue funding through Regional Measure 1 and other similar measures.

Strategy 15.2.2. Promote continuation of the County sales tax measure to fund area-wide and city projects.

- 15.3 Utilize local financing mechanisms to help fund transportation projects.

Strategy 15.3.1. Continue the Supplemental Building and Construction Improvement Tax on new development.

Strategy 15.3.2. Pursue the establishment of an Industrial Assessment District to help fund needed improvements in the Industrial Corridor.

Strategy 15.3.3. Consider other financing mechanisms (such as a city-wide Mello-Roos District or Landscaping and Lighting District) to fund transportation improvements.

- 15.4 Maintain a comprehensive Capital Improvement Program which adequately addresses all modes of transportation.

APPENDIX: LIST OF SUPPORTING DOCUMENTATION

1. City of Hayward Circulation Element Update

Summary of Transportation Needs and Priorities (October 1996)
Working Paper #1: Existing Setting (January 1997)
Working Paper #2: Preliminary Goals and Policies (July 1997)
Working Paper #3: Evaluation of Circulation Scenarios (July 1997)

(Note: This is a partial listing; additional technical background papers and materials were prepared for review by the Task Force during this process)

2. City of Hayward General Plan

General Policies Plan (May 1986)
Housing Element (July 1990)
Growth Management Element (June 1993)

3. City of Hayward Bicycle Master Plan (March 1997)

4. City of Hayward Neighborhood Planning Program

Mission-Garin (1987)
Burbank (1988)
Tennyson-Alquire (1989)
Harder-Tennyson (1989)
Mt. Eden (1990)
Jackson Triangle (1991)
Mission-Foothills (1992)
Upper B Street (1992)
North Hayward (1994)
Longwood-Winton Grove (1994)
Santa Clara (1995)
Fairway Park (1995)
Glen Eden (1996)
Southgate (1996)
Whitman-Mocene (1997)

5. Walpert Ridge Specific Plan (1995)

6. City of Hayward Off-Street Parking Ordinance (1996)

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